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National Institute  
Bethesda, Maryland 20014

**DEPARTMENT OF LABOR—HEALTH, EDUCATION, AND WELFARE**  
**APPROPRIATIONS FOR 1965**

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**SUPPLEMENTAL  
HEARINGS**  
**BEFORE THE**  
**SUBCOMMITTEE OF THE**  
**COMMITTEE ON APPROPRIATIONS**  
**UNITED STATES SENATE**  
**EIGHTY-EIGHTH CONGRESS**  
**SECOND SESSION**  
**ON**  
**H.R. 10809**  
**MAKING APPROPRIATIONS FOR THE DEPARTMENTS OF LABOR**  
**AND HEALTH, EDUCATION, AND WELFARE, AND RELATED**  
**AGENCIES, FOR THE FISCAL YEAR ENDING JUNE 30, 1965, AND**  
**FOR OTHER PURPOSES**

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Printed for the use of the Committee on Appropriations





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U. S. Government, Senate, Committee on Labor and Human Resources  
National Institutes of Health  
Bethesda, Maryland 20014

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# DEPARTMENTS OF LABOR AND HEALTH, EDUCATION, AND WELFARE APPROPRIATIONS FOR 1965

TUESDAY, AUGUST 4, 1964

U.S. SENATE,  
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,  
Washington, D.C.

The subcommittee met at 2 p.m., pursuant to notice, in room S-146, U.S. Capitol, Hon. Lister Hill (chairman of the subcommittee) presiding.

Present: Senator Hill.

## DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

### PUBLIC HEALTH SERVICE

#### COMMUNITY HEALTH PRACTICE AND RESEARCH

STATEMENT OF DR. PAUL Q. PETERSON, ASSOCIATE CHIEF FOR OPERATIONS FOR COMMUNITY HEALTH PROGRAMS; ACCOMPANIED BY SAUL R. ROSOFF, EXECUTIVE OFFICER, DIVISION OF COMMUNITY HEALTH SERVICES; HANNAH E. HOFF, ACTING FINANCIAL MANAGEMENT OFFICER FOR COMMUNITY HEALTH PROGRAMS; DR. JAMES M. HUNDLEY, ASSISTANT SURGEON GENERAL FOR OPERATIONS; HARRY L. DORAN, CHIEF FINANCE OFFICER; AND JAMES F. KELLY, DEPARTMENT BUDGET OFFICER

#### APPROPRIATION ESTIMATE

##### COMMUNITY HEALTH PRACTICE AND RESEARCH

"To carry out, to the extent not otherwise provided, sections 301, 306, 309, 310, 311, and 314(c) of the Act, [\$22,575,000] \$27,684,000: *Provided, That \$5,109,000 of this appropriation shall become available only upon the enactment into law of H.R. 11083, Eighty-eighth Congress, or similar legislation.*"

#### Grants and Payments for the Next Succeeding Fiscal year

For making, after March 31 of the current fiscal year, grants and payments under section 306 of the Public Health Service Act for the first quarter of the next succeeding fiscal year, such sums as may be necessary, and the obligations incurred and expenditures made hereunder shall be charged to the appropriation for that purpose for such fiscal year: *Provided, That such payments pursuant to this paragraph may not exceed 75 percent of the amounts authorized in such section for this purpose for the next succeeding fiscal year.*

#### Amounts available for obligation

	1964 Appropriation	1965 original estimate	1965 revised estimate	Increase
Appropriation.....	\$29,608,000	\$22,613,000	\$27,722,000	\$5,109,000
Transferred to "salaries and expenses, Office of the Surgeon General".....	-3,000	0	0	0
Comparative transfer from "Salaries and expenses, Office of the Surgeon General".....	18,000	0	0	0
Proposed transfer from "National Heart Institute".....	67,000	0	0	0
Total available for obligation.....	29,680,000	22,613,000	27,722,000	5,109,000
Estimated unobligated balance.....	-31,000	0	0	0
Total obligations.....	29,659,000	22,613,000	27,722,000	5,109,000

*Obligations by activity*

Description	1964 appropriation		1965 original estimate		1965 revised estimate		Increase	
	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount
<b>1. Grants:</b>								
(a) Research.....		\$2,752,000		\$2,720,000		\$2,720,000		
(b) Formula grants to States (general health).....		14,000,000		10,000,000		10,000,000		
(c) Training.....		8,095,000		4,000,000		9,000,000		\$5,000,000
(d) Migrant health services.....		1,500,000		2,500,000		2,500,000		
<b>2. Research, training, and technical services.....</b>	<b>287</b>	<b>3,312,000</b>	<b>287</b>	<b>3,393,000</b>	<b>296</b>	<b>3,502,000</b>	<b>9</b>	<b>109,000</b>
(a) Medical care administration and health economics.....	75	997,000	75	1,027,000	75	1,027,000	0	
(b) Public health administration.....	79	863,000	79	887,000	79	887,000	0	
(c) Health communications.....	20	235,000	24	299,000	24	299,000	0	
(d) Health services for migrant workers.....	45	500,000	45	500,000	45	500,000	0	
(e) Community health manpower operations and evaluation.....	28	274,000	24	227,000	33	336,000	9	109,000
(f) Program direction services for regional offices.....	40	443,000	40	453,000	40	453,000	0	
<b>Total obligations.....</b>	<b>287</b>	<b>29,659,000</b>	<b>287</b>	<b>22,613,000</b>	<b>296</b>	<b>27,722,000</b>	<b>9</b>	<b>5,109,000</b>

*Obligations by objects*

	1964 appropriation	1965 original estimate	1965 revised estimate	Increase
Total number of permanent positions.....	287	287	296	9
Full-time equivalent of all other positions.....	10	10	10	0
Average number of all employees.....	276	284	291	7
Number of employees at end of year:				
Permanent positions.....	281	281	290	9
Other.....	28	28	28	0
11 Personnel compensation.....	\$2,203,400	\$2,300,400	\$2,359,400	\$59,000
12 Personnel benefits.....	261,000	267,000	273,000	6,000
21 Travel and transportation of persons.....	243,000	234,000	257,000	23,000
22 Transportation of things.....	16,000	13,000	14,000	1,000
23 Rent, communications, and utilities.....	65,000	67,000	73,000	6,000
24 Printing and reproduction.....	35,000	25,000	31,000	6,000
25 Other services.....	185,000	156,000	157,000	1,000
Services of other agencies.....	17,000	17,000	17,000	0
Research contracts.....	70,000	94,000	94,000	0
Payment to:				
"Bureau of State Services management fund".....	146,600	157,600	159,600	2,000
"National Institutes of Health management fund".....	37,000	37,000	37,000	0
26 Supplies and materials.....	40,000	41,000	42,000	1,000
31 Equipment.....	33,000	24,000	28,000	4,000
41 Grants, subsidies, and contributions.....	26,307,000	19,180,000	24,180,000	5,000,000
<b>Total obligations.....</b>	<b>29,659,000</b>	<b>22,613,000</b>	<b>27,722,000</b>	<b>5,109,000</b>

## JUSTIFICATION

An additional \$5,109,000 is requested to carry out programs as authorized in the Graduate Public Health Training Amendments of 1964. The revised request for 1965 is \$27,722,000 and provides for an increase of \$5,109,000 over the \$22,613,000 which is presently available. The increase of \$5,109,000 is distributed as follows: (1) \$4,500,000 for public health traineeships; (2) \$500,000 for project grants for graduate training in public health; and (3) \$109,000 for research, training and

technical services. A comparison of the amounts presently available and the revised request is as follows:

Activity	President's budget, 1965	Revised request	Increase
Research grants.....	\$2,720,000	\$2,720,000	-----
Formula grants to States (general health).....	10,000,000	10,000,000	-----
Training grants.....	4,000,000	9,000,000	\$5,000,000
Public health traineeships.....	(2,000,000)	(4,500,000)	(4,500,000)
Project grants for graduate training.....	(2,000,000)	(2,500,000)	(500,000)
Grant to schools of public health.....	(1,900,000)	(1,900,000)	-----
Research training grants.....	(100,000)	(100,000)	-----
Migrant health services.....	2,500,000	2,500,000	-----
Research, training, and technical services.....	3,303,000	3,502,000	199,000
Total obligations.....	22,613,000	27,722,000	5,109,000

The graduate Public Health Training Amendments of 1964, which provide for the extension and expansion of authority for the Public Health traineeship program and the program of project grants for graduate training provides the authority to train professional workers which are vitally needed to staff public health agencies and programs throughout the country. There are actually fewer public health physicians now employed by State and local agencies than there were in 1950. Since 1956 the Public Health Service has awarded a total of 5,273 individual traineeships which has contributed significantly to the manpower pool, but many more professional workers need to be trained if we are to keep pace with the growing need for public health manpower and the demands of an ever increasing population.

The Conference on Public Health Training held in August of 1963 studied and measured the adequacy of the rate at which trained personnel are being developed. The conference found that we are not keeping pace with population growth, and that the present rate of training barely offsets the attrition rate, and program expansion. There are now more than 20,000 inadequately trained personnel. In 1958 slightly less than half of all State and local professional personnel had received the necessary training to fully qualify them for their responsibilities. Five years later, in 1963, only 51 percent were adequately trained. To just maintain the present inadequate levels of trained personnel in relation to projected population growth and to offset attrition there is an urgent need to produce 17,000 more trained workers by 1970.

The expanded authority under the Graduate Public Health Training Amendments of 1964 and the appropriation of funds in the amounts of the full authorized ceilings as requested will significantly help increase the supply of critically needed professional public health manpower.

#### *Public health traineeships*

For continuation of the program of public health traineeships, an amount of \$4,500,000 is requested for fiscal year 1965, the full amount requested in the authorizing legislation. Through this program the Public Health Service is seeking to alleviate health manpower shortages. These traineeships will be used to increase the supply of critically needed professionally trained health personnel, and to equip members of all professional health disciplines to serve more effectively the needs of modern health programs.

Under the traineeship program, more than 5,000 traineeships have been awarded since 1957 to support individuals in long-term public health training. Awards have been made during the past 2 years to support approximately 4,800 trainees in short-term continuation training. One of the goals of this program is to bring new people into public health. Attesting to the effectiveness of the traineeship program in recruiting students into the field of public health is the fact that 58 percent of all trainees had not previously been employed in public health.

In fiscal year 1964, funds in the amount of \$4,195,000 were appropriated for this program. These funds enabled over 4,500 persons to be trained. The 1965 request of \$4,500,000 will allow funding of the public health traineeship program at approximately the same level as in 1964 and will provide an additional \$305,000 for increases in the following areas:

(1) Approximately \$150,000 of the increase will be used to expand support of individuals engaged in approved residencies in public health and preventive medicine. There is a great need for specialists certified by the American Board of Preventive Medicine to fill top leadership positions in public health



and to serve as teachers, particularly in departments of preventive medicine in medical schools. The amount planned for this activity will permit about 12 to 15 such residents to be supported.

(2) About \$105,000 of the increase will be used to expand traineeships to support physicians and other practitioners of the health professions and ancillary personnel in short-term training courses. This training will make available to these personnel new knowledge and techniques related to the diagnosis, treatment, and restoration of victims of disease processes which public health programs are attempting to bring under control or to eradicate. This type training, which will be initiated in 1965, will be carefully selected as being necessary for the effectiveness of such public health programs as those designed to cope with heart and vascular diseases, cancer, chronic diseases related to the aging process, and other diseases. The training would be given by medical schools, medical centers, or other institutions capable of providing high quality modern training of this type. It is expected that approximately 525 individuals will receive traineeships for this purpose in fiscal year 1965.

(3) The remaining \$50,000 will be used to initiate traineeships to support preceptor-guided apprenticeship training for medical and other health professional students in order to acquaint the students with the field of public health and to interest them in careers in this field. The apprenticeships will give the students an opportunity to work at various health department levels and will serve as a means of familiarizing them with the health problem of a community and the public health programs designed to combat them. This work experience will be most valuable to the students that enter the field of public health and will prepare those students that enter private practice to participate in public health programs. The request for this new activity will provide approximately 50 students with the opportunity to receive preceptor-guided apprenticeship training.

#### *Project grants for graduate training in public health*

Project grants are designed to strengthen and expand graduate and specialized public health training offered by schools of public health and other public or non-profit private institutions. The grants are made to assist such schools in improving and enriching their curriculums to meet the needs of changing and emerging public health programs; in strengthening programs of basic training in public health administration; in developing and demonstrating improved public health training methods and procedures; and in enlarging faculties and supporting staff to prove for increased enrollments.

Under this program the Public Health Service has supported nearly 100 different projects to strengthen and expand public health training in 60 schools. In 1964, 81 project grants were made. In 1965 approximately 102 grants are planned to be made.

The increase of \$500,000 will be used as follows:

- (1) Approximately \$100,000 of the increase will be used to support high-quality projects in schools of public health and nursing.
- (2) The remainder of the increase, \$400,000, would be used to strengthen the teaching of preventive medicine and dentistry to medical and dental students and to graduate physicians and dentists.

#### *Additional research, training, and technical services*

Nine positions and \$109,000 is requested for the activity titled "Community Health Manpower Operations and Evaluation." This request is to make a start toward meeting the additional workload resulting from the extension and expansion of sections 306 and 309 of the Public Health Service Act, and the undertaking of new activities in 1965 within the framework of these sections. The broadened authority and scope of the program has increased severalfold the number of agencies and institutions with which contact must be maintained, and is expected to quadruple the number of grant applications and other correspondence and inquiries received and needing attention. Thus, we will need to establish and maintain working relationships with departments of preventive medicine in medical schools and in departments of community and preventive dentistry of accredited dental schools as well as with agencies where apprenticeships may be established. As a specific example of the workload effect, the new legislation can potentially increase the number of institutions and agencies eligible under the program of project grants for graduate training in public health, from 175 to more than 600.



In 1965 several new types of training programs will be initiated in addition to the expansion of other elements of the program. This makes necessary significant additional consultation to eligible agencies, the formulation of regulations to govern areas of new program activity, and the revision of present regulations to reflect the new legislation.

In addition, there will be a need to establish and work with new professional review committees, and to deal with the processing of a greatly increased volume of phone and mail inquiries, grant applications, and other types of correspondence. The additional professional and supporting staff is needed to provide adequate program direction and to manage the increased workload.

*New positions requested, fiscal year 1965*

Headquarters, research, training, and technical services	Grade	Annual salary
Public health program specialist.....	GS-13.....	\$11,731
Do.....	GS-12.....	9,984
Public health program specialists (2).....	GS-11.....	16,848
Clerical assistants (2).....	GS-5.....	9,402
Do.....	GS-4.....	8,444
Commissioned officer.....	Director.....	14,850
Total, new positions (9).....		71,259

STATEMENT OF DR. PETERSON

Senator HILL. All right, Dr. Peterson, we are glad to have you and the other officials with you. We will be glad to have you proceed in your own way.

Dr. PETERSON. Thank you.

Legislation amending sections 306 and 309 of the Public Health Service Act extends the traineeship authority contained in section 306 through June 30, 1969; provides for a Public Health Training Conference between June 30, 1967, and December 1, 1967; directs that a report of the conference be given to Congress by January 1, 1968; extends the project grant authority in section 309 through June 30, 1969; broadens eligibility for project grants to include, in addition to schools of public health, nursing, and engineering, "other public or nonprofit private institutions providing graduate or specialized training in public health"; and provides for appropriations to support these activities.

BUDGET REQUEST

A request has been submitted in the amount of \$5,109,000 to carry out programs authorized by the Graduate Public Health Training Amendments of 1964. This amount provides \$4,500,000 for public health traineeships; \$500,000 for project grants for graduate training in public health; and \$109,000 for research, training, and technical services.

DISBURSING OF FUNDS FOR PUBLIC HEALTH TRAINEESHIPS

The \$4,500,000 requested for the public health traineeship program will provide for the continuation of activities carried out by the program in fiscal year 1964, and for an increase of \$305,000 to be used in expanding activities and the initiation of a new traineeship activity.

Approximately \$255,000 of the increase will be used to expand two existing activities. These activities include the support of physicians

and dentists in approved residencies in public health and preventive medicine and of health professional personnel in short-term training courses. The residency training will assist in meeting the great need for specialists certified by the American Board of Preventive Medicine to fill leadership positions in public health and to serve as teachers, particularly in schools of public health and departments of preventive medicine in medical schools. The support of short-term training is designed to increase the effectiveness of public health programs by making available to professional personnel new knowledge and techniques related to the control of disease processes toward which public health programs are directed. The funds requested would provide for 12 to 15 residencies and would provide approximately 525 individuals with short-term training.

The remaining \$50,000 is requested to provide traineeships for preceptor-guided apprenticeship training for medical and health professional students. These students would be acquainted with the field of public health, thereby preparing them for their cooperative role in public health as practitioners. Some may be stimulated to choose careers in this field. Approximately 50 students will be given the opportunity for such training.

#### PROJECT GRANTS FOR GRADUATE TRAINING IN PUBLIC HEALTH

The request of \$500,000 for project grants for graduate training in public health will bring the total requested for this activity to \$2,500,000. Of the increase of \$500,000, approximately \$100,000 will be used to support high-quality projects in schools of public health and nursing. The remaining \$400,000 will be used to strengthen the teaching of preventive medicine and dentistry to medical and dental students through project grants to schools of medicine and dentistry.

#### RESEARCH, TRAINING, AND TECHNICAL SERVICES

Nine positions and \$109,000 are requested to meet the additional workload resulting from the passage of the Graduate Public Health Training Amendments of 1964. In addition to the expansion of existing activities and the initiation of a new activity, the broadened authority and scope of the program has tremendously increased the number of agencies and institutions with which the division must maintain contact. This is expected to quadruple the number of grant applications received.

Mr. Chairman, I shall be glad to answer any questions you may have concerning this program or the budget request.

#### COMPARISON WITH 1964 FUNDS

Senator HILL. Doctor, for the sake of the record how do these figures which you have given us compare with this past fiscal year, 1964?

Dr. PETERSON. Compared with 1964?

Senator HILL. That is right.

Dr. PETERSON. In 1964 the budget for the traineeship was \$4,195,000. For the project grants, \$2 million.

Senator HILL. What about the research, training, and technical services?

Dr. PETERSON. That was \$227,000 and 24 positions.

Senator HILL. We have only the 12 public health schools in the whole country, don't we, in the 50 States and territories?

Dr. PETERSON. That is correct.

Senator HILL. And disease, infectious, contagious, and communicable disease knows no State line, is that correct?

Dr. PETERSON. That is correct, sir.

Senator HILL. Doctor, we want to thank you very, very much. We will put in the record all your figures here.

Dr. PETERSON. Thank you very much.

Senator HILL. We want to thank you and thank your associates very, very much.

Now, Miss Scott, Chief of the Division of Nursing.

We are glad to have you here, Miss Scott.

You may proceed in your own way.

Miss SCOTT. Thank you.

#### NURSING SERVICES AND RESOURCES

STATEMENT OF MISS JESSIE M. SCOTT, CHIEF, DIVISION OF NURSING; ACCOMPANIED BY DR. PAUL Q. PETERSON, ASSOCIATE CHIEF FOR OPERATIONS FOR COMMUNITY HEALTH PROGRAMS; MISS EDITH N. RATHBUN, SPECIAL ASSISTANT TO THE CHIEF, DIVISION OF NURSING; HANNAH E. HOFF, ACTING FINANCIAL MANAGEMENT OFFICER FOR COMMUNITY HEALTH PROGRAMS; DR. JAMES M. HUNDLEY, ASSISTANT SURGEON GENERAL FOR OPERATIONS; HARRY L. DORAN, CHIEF FINANCE OFFICER; AND JAMES F. KELLY, DEPARTMENT, BUDGET OFFICER

#### APPROPRIATION ESTIMATE

#### NURSING SERVICES AND RESOURCES

"To carry out sections 301 and 311 of the Act with respect to nursing services and resources, and the Nurse Training Act of 1964, [\$4,031,000] \$21,631,000: Provided, That \$17,600,000 of this appropriation shall become available only upon enactment into law of H.R. 11241, Eighty-eighth Congress, or similar legislation."

*Loans, Grants, and Payments for the Next Succeeding Fiscal Year*

For making, after March 31 of the current fiscal year, loans, grants, and payments under part B of title VIII of the Public Health Service Act for the first quarter of the next succeeding fiscal year, such sums as maybe necessary, and the obligations incurred and expenditures made hereunder shall be charged to the appropriation for that purpose for such fiscal year: Provided, That such payments pursuant to this paragraph may not exceed 75 percent of the amounts authorized in such part B for these purposes for the next succeeding fiscal year.

*Amounts available for obligation*

	Appropriation, 1964	Original estimate, 1965	Revised estimate, 1965	Increase (+) or decrease (-)
Appropriation or estimate.....	\$11,217,000	\$4,055,000	\$21,655,000	+\$17,600,000
Transferred to "Salaries and expenses, Office of the Surgeon General".....	-1,000			
Comparative transfer from "Salaries and ex- penses, Office of the Surgeon General".....	6,000			
Proposed transfer from "National Heart In- stitute".....	41,000			
Total available for obligation.....	11,263,000	4,055,000	21,655,000	+17,600,000
Estimated unobligated balance.....	-8,000			
Total obligations.....	11,255,000	4,055,000	21,655,000	+17,600,000

*Obligations by activity*

Activity	Appropriation, 1964		Original estimate, 1965		Revised estimate, 1965		Increase (+) or decrease (-)	
	Posi- tions	Amount	Posi- tions	Amount	Posi- tions	Amount	Posi- tions	Amount
1. Grants:								
Research.....		\$1,999,000		\$1,977,000		\$1,977,000		
Fellowships.....		313,000		362,000		362,000		
Training.....		7,609,000		364,000		8,364,000		+\$8,000,000
Projects for im- provement in nurses training.....						2,000,000		+2,000,000
Payment to diploma schools of nursing.....						4,000,000		+4,000,000
2. Student loans.....						3,100,000		+3,100,000
3. Research, training, and technical services.....	133	1,334,000	133	1,352,000	166	1,852,000	+33	+500,000
Improvement of nursing practices.....	51	434,000	51	460,000	51	460,000		
Manpower resources.....	48	457,000	48	465,000	48	465,000		
Administration of grants.....	16	233,000	16	213,000	49	713,000	+33	+500,000
Regional nurse consultants.....	18	210,000	18	214,000	18	214,000		
Total obligations.....	133	11,255,000	133	4,055,000	166	21,655,000	+33	+17,600,000

*Obligations by objects*

	Appropriation, 1964	Original estimate, 1965	Revised estimate, 1965	Increase (+) or decrease (-)
Total number of permanent positions.....	133	133	166	+33
Full-time equivalent of other positions.....	1	1	4	+3
Average number of all employees.....	121	122	150	+28
Number of employees at end of year:				
Permanent.....	119	119	151	+32
Other.....	13	13	29	+16
11 Personnel compensation.....	\$852,100	\$883,000	\$1,115,000	+\$232,000
12 Personnel benefits.....	145,700	148,000	182,000	+34,000
21 Travel and transportation of persons.....	101,000	95,000	155,000	+60,000
22 Transportation of things.....	7,000	7,000	10,000	+3,000
23 Rent, communications, and utilities.....	18,000	18,000	57,000	+39,000
24 Printing and reproduction.....	17,000	15,000	35,000	+20,000
25 Other services.....	95,000	86,000	142,000	+56,000
Payment to "Bureau of State Services Management fund".....	49,200	52,000	73,000	+21,000
Payment to "National Institutes of Health Management".....	27,000	27,000	27,000	-----
26 Supplies and materials.....	9,000	9,000	14,000	+5,000
31 Equipment.....	13,000	12,000	42,000	+30,000
33 Investments and loans.....	-----	-----	3,100,000	+3,100,000
41 Grants, subsidies, and contributions.....	9,921,000	2,703,000	16,703,000	+14,000,000
Total obligations.....	11,255,000	4,055,000	21,655,000	+17,600,000

## JUSTIFICATION

An additional \$17,600,000 is requested for activities as authorized in H.R. 11241 (Nurse Training Act of 1964). This will provide \$8 million to continue and strengthen the program for advanced training of professional nurses; \$2 million to inaugurate a program of grants to assist collegiate and associate degree schools of nursing to improve the quality of nurse training; \$4 million to inaugurate a program of payments to diploma schools of nursing for partial reimbursement of costs of nurse training; \$3,100,000 for student loan program; \$5 million for research training and technical services. A comparison of the present and revised budget is as follows:

	1964 appropriation	1965 original estimate	1965 revised budget	Increase
1. Grants:				
(a) Research.....	\$1,999,000	\$1,977,000	\$1,977,000	-----
(b) Fellowships.....	313,000	362,000	362,000	-----
(c) Training:				
Traineeships.....	7,325,000	-----	8,000,000	\$8,000,000
Research training.....	284,000	364,000	364,000	-----
(d) Projects for improvement in nurse training.....	-----	-----	2,000,000	2,000,000
(e) Payment to diploma schools of nursing.....	-----	-----	4,000,000	4,000,000
2. Student loans.....	-----	-----	3,100,000	3,100,000
3. Research, training, and technical services.....	1,334,000	1,352,000	1,852,000	500,000
Total.....	11,255,000	4,055,000	21,655,000	17,600,000

*Traineeships for advanced training of professional nurses*

An appropriation of \$8 million is requested for 1965 to continue and strengthen the program for advanced training of professional nurses for teaching, supervision, and administration. This represents an increase of \$675,000 over the appropriation level of the program for 1964.

The Surgeon General's Consultant Group on Nursing recommended that the program be extended and increased so that by 1970 the present number of full-time trainees would be doubled and that the funds for short-term training be doubled immediately and then gradually increased as needed. The \$8 million requested for 1965 will support approximately 1,900 long-term trainees and 5,000 short-term trainees. The demand for traineeships continues to increase; requests for 1965 are well above the number awarded in 1964.



An urgent situation has also developed in connection with the need for graduate nurses who are expert in the fields of clinical nursing practice. Modern technology and rapidly changing medical practice, as in open heart surgery and kidney dialysis for example, call for nurses who are familiar with the highly specialized techniques, who can give direct care to the patient and help other nurses to give the kind of intensive therapy the condition requires. The traineeship program will be broadened in 1965 to provide for traineeships to be awarded for specialties found by the Surgeon General to require advanced training, as authorized in the Nurse Training Act of 1964.

The professional nurse traineeship program, established in 1956, has substantially improved the preparation of nurses for leadership posts over the past 8 years. From 1957 to 1963, a total of 106 schools have participated, and traineeships for full-time study have been awarded to over 11,000 nurses.

Short-term intensive courses were initiated in 1960, making training available to nurses in administrative, supervisory, or teaching positions who are unable to undertake full-time study. During the first 3 years of the short-term program, approximately 275 grants were made to over 100 sponsoring agencies. These grants provided for over 400 courses to different groups of nurses and an estimated 14,000 nurses were assisted in updating management and teaching skills.

The 1963 evaluation conference found that the program had been effective in increasing the number of prepared leadership personnel, but indicated that many more were needed to meet increasing demands placed on nursing services because of expanding populations and advances in medical care.

In 1962, only 11 percent of the directors and assistant directors of nursing and 2 percent of the supervisors in hospitals had a master's degree. Only 31 percent of the nurse educators and a slightly larger proportion in public health had this preparation.

In May 1964 a study of the educational preparation of faculty in schools of nursing showed that a large percentage of teachers in all types of programs still lack adequate preparation for their positions.

*Grants for improvement in nurse training.*—Request is made for \$2 million to inaugurate in 1965 a program of grants which will assist collegiate and associate degree schools of nursing to improve the quality of nurse training. This program is authorized in the Nurse Training Act of 1964.

Many of the newer teaching concepts and methods, such as audiovisual aids, program learning, and closed-circuit television could be applied advantageously to nursing education. Both teacher time and learning time would be reduced. This is of the utmost importance, in view of the shortage of teachers and the tremendous increase in the body of knowledge necessary for modern nursing. Project grants provide the best mechanism for getting improved techniques developed, adopted, and widely used in the shortest time to improve the quality of nurse training. Grants will make it possible to expand the content of programs of nursing education; improve the quality of teaching in clinical settings, where welfare of patients is involved; and extend the time and skills of scarce nurse faculty with improved methods and materials.

The \$2 million will be for grants to collegiate and associate degree schools of nursing to assist them in meeting the additional costs of projects which will strengthen, improve, or expand their programs. This will permit an estimated 60 to 70 projects.

*Payments to diploma schools of nursing.*—\$4 million will be for payments to diploma schools of nursing to defray a portion of the cost of training students of nursing whose enrollment can be reasonably attributable to the Nurse Training Act of 1964. There has been a steady decline in the number of diploma schools of nursing, from 1,134 in 1949 to 875 in 1962, due to rising costs of higher education in general and the decrease in availability of funds from hospital budgets to make up the difference in training costs. Considering that 82 percent of our professional nurses currently come from diploma schools, it is important to prevent their further loss. These payments are to prevent further attrition of these schools and to promote their development.

This \$4 million will be allocated on the basis of the formula provided in the legislation. This allocation will depend on the increased enrollment and number of loans at the respective schools. However, it is anticipated that most of the 573 accredited diploma programs will participate.

*Student loans.*—The request is for \$3.1 million for 1965 to provide a loan program for students in all three types of professional nursing schools (baccalaureate degree, junior college, and hospital diploma school). These funds should provide approximately 4,100 loans at an average of \$750 per loan.

If nursing is to attract into the profession the numbers of students necessary to meet the minimum goal of 680,000 nurses in 1970, which was set by the Surgeon General's Consultant Group on Nursing, we must markedly increase the number of qualified applicants for admission. Based on study findings, it is estimated that one-third to one-half of all applicants who wish to enter schools of nursing will require financial assistance from sources outside their families.

*Economic factors.*—The initial cost of the education programs constitute a major deterrent to young people who might otherwise undertake training for professional nursing. Most of the students of nursing today come from families of lower incomes. One-third of all nursing students are from families which have less than \$5,000 annual income. These students need financial help to pursue their professional education. In 1960, of 1,200 applicants who were accepted but not enrolled in nursing schools, 33 percent stated as their reason for not enrolling "need for financial assistance."

Costs of both diploma and degree programs are rising as all higher education costs increase. Present scholarships and loan support for nursing students is very limited. Loan programs have proved effective in attracting students to educational programs in other fields. This program is patterned after that for the medical and dental students contained in the Health Professions Educational Assistance Act of 1963.

Students who are pursuing a full-time course of study in a school of nursing, and who are in need of financial assistance, will be eligible for loans, not to exceed \$1,000 in any academic year. Preference will be given to those who are entering as first-year students. These number about 49,000 of the nearly 125,000 students currently enrolled in the 1,142 schools of nursing.

Loans will be repayable over a 10-year period, beginning after the first year the student ceases to study full time in a school of nursing. Ten percent of the amount of the loan will be canceled for each complete year (up to a maximum of 50 percent) of full-time employment as a professional nurse in any public or nonprofit institution or agency. This feature has been included because the relatively low pay scale for nurses makes repayment difficult.

According to the most recent surveys of salaries in 12 major metropolitan areas, the average earnings of general duty nurses in hospitals vary from \$3,800 a year in one area to \$4,900 a year in another part of the country. Teachers in elementary and secondary schools average from \$1,000 to \$2,400 a year more than general duty nurses, and from \$400 to \$1,600 more than head nurses.

There must be strong incentives for undertaking nurse training and for continuing in the practice of nursing. These incentives can be provided through the mechanism of loans available to nursing students, with provisions for "forgiveness" for each year of practice in the profession.

#### RESEARCH, TRAINING, AND TECHNICAL SERVICES

In 1965, 25 positions for professional and technical services and 8 positions for supporting secretarial and clerical services (total, 33) are required to:

1. Develop regulations, procedures, and policies governing administration of the program; interpret the act and its regulations and policies to the schools involved, to students and potential students, and to the general public; and provide immediate direction and supervision for the four distinct phases of the program. Positions: 5 plus 1 clerical.

2. Develop policies and procedures, prepare staff papers, and provide other staff services for the National Advisory Council on Nurse Training, the Evaluation Committee, and other review committees. Positions: 4.

3. Provide technical assistance and consultation services to schools and to State and regional educational planning groups, develop guide materials, participate in site visits, and review and evaluate proposed projects and training plans. Positions: 7.

4. Develop and maintain a system to allocate, disburse, and account for funds, repayment of loans, and for fiscal records and other reports necessary to the operation of the program. Positions: 4 plus 7 clerical.

5. Provide consultation to recipients of educational and training grants, maintain surveillance over the progress of the program, and develop a reporting system which will provide information to evaluate the impact of each phase of the program on the overall purpose of the legislation—to prepare larger numbers of better qualified nurses. Positions: 5.

Tentatively, these positions have been functionally assigned as follows: Traineeships, 5; projects and payment, 15; loans, 13.



The general functions to be undertaken to administer each of the separate provisions of the Nurse Training Act are outlined below:

*A. Project grants for improvement of nurse training*

1. Develop regulations, policies, and procedures to establish priorities, eligibility criteria, application process, Review Committee operation, surveillance, reporting and evaluation.
2. Interpret project grant provisions and procedures, and prepare interpretive materials.
3. Give consultation to schools to stimulate a wide variety of educational projects and provide assistance in planning and making application.
4. Provide for professional and technical review of applications, site visits as indicated, and implementation of Review Committee and Advisory Council recommendations for both original and continuation applications.
5. Carry out project surveillance and annual review.
6. Analyze and evaluate final reports and plan for dissemination and application of appropriate findings.

*B. Payments to diploma schools*

1. Prepare policies and procedures regarding allocation of funds to schools, establish priorities, and develop a reporting system.
2. Give consultation to schools in effective use of funds to promote the expansion and improvement of diploma school programs.
3. Receive reports and analyze results in terms of increased school enrollments, prevention of attrition of schools, and development of school programs.

*C. Traineeships for advanced training of professional nurses*

1. Interpret the extended provisions of the traineeship program to schools, agencies, and to graduate nurses.
2. Identify those professional nursing specialties to be included under the act.
3. Promote development of the kinds of short-term training which will meet current needs in different areas of the country and among various levels of nurses.
4. Give consultation to schools and to sponsors of short-term training courses.
5. Receive, review, and followup on applications for both short- and long-term traineeships.
6. Receive and analyze reports and develop a system for followup of traineeship recipients.
7. Prepare materials for evaluation of the effectiveness of the traineeship program.

*D. Loans to nursing students*

1. Develop regulations, procedures, and policies for administration of the loan program.
2. Interpret the provisions of the loan program to schools, to students and potential students, and to agencies and organizations responsible for recruitment programs.
3. Prepare a manual on the management of loan funds and give consultation to schools in its use.
4. Apportion funds according to formula and disburse them to schools.
5. Develop a system for followup of loan recipients and give assistance to schools in obtaining necessary data for study and evaluation.

Overall administration of the above programs will coordinate programing and policy and procedure development and direct and supervise their implementation; provide staff services for the National Advisory Council on Nurse Training; provide for and direct ongoing staff analysis and evaluation of the total program and provide materials and staff services for the Evaluation Committee; and provide program, fiscal, and budget information for coordination of the Division's program with other units in the Service.

*New positions requested, fiscal year 1965*

	Grade	Annual salary
Research, training, and technical services:		
Grants management officer.....	GS-14.....	\$13, 624
Information specialists (2).....	GS-13.....	23, 462
Executive secretary.....	GS-13.....	11, 731
Public health analyst.....	GS-12.....	9, 984
Statistician.....	GS-12.....	9, 984
Executive secretary.....	GS-12.....	9, 984
Budget analyst.....	GS-11.....	8, 424
Fiscal assistant.....	GS-11.....	8, 424
Statistician.....	GS-9.....	7, 030
Fiscal assistant.....	GS-9.....	7, 030
Do.....	GS-7.....	5, 803
Grants management analyst.....	GS-7.....	5, 803
Secretary.....	GS-6.....	5, 242
Grants assistant.....	GS-6.....	5, 242
Secretaries (3).....	GS-5.....	14, 103
Grants management clerk.....	GS-5.....	4, 701
Commissioned officers:		
Director grade (3).....		31, 680
Senior grade (9).....		73, 980
Full grade (2).....		14, 040
Total, new positions (33).....		270, 271

## STATEMENT OF MISS SCOTT

Mr. Chairman, and members of the committee, the proposals before you today reflect budgetary needs for new and enlarged responsibilities resulting from the Nurse Training Act of 1964.

We in the Division of Nursing look upon the new legislation as a challenging opportunity for our profession. I consider myself most fortunate to be able to present to you today the request for funds which, if granted, will make this critically needed program a reality at long last.

In designing the Nurse Training Act of 1964, it was the considered judgment of the Congress that the greatest impact could be made upon the problems of nursing by concentrating this legislation upon nursing education, since this is the point at which the future of nursing begins. This is a decision in which we most heartily concur.

## TRAINEESHIPS FOR ADVANCED TRAINING OF PROFESSIONAL NURSES

In recognition of the crucial need for well-equipped faculties for schools of nursing, and for supervisors and administrators in hospitals and other health agencies, the act authorizes a 5-year extension of the professional nurse traineeship program. It also modifies and strengthens the program to include preparation in clinical nursing specialties. This latter provision is an exceedingly important addition, since it is imperative that nursing keep pace with advances of modern technology, if patients are to receive the expert care which science makes possible today.

The amount requested, and authorized in the act, for fiscal year 1965 is \$8 million.

## COMPARISON WITH 1964

Senator HILL. Doctor, how much have we had for the traineeship program this past fiscal year?

Miss SCOTT. \$7,325,000.

Senator HILL. That is what I thought. \$7,325,000.

Miss SCOTT. That is right.

## GRANTS FOR IMPROVEMENT OF NURSE TRAINING

The shortage of nursing teachers and the tremendous increase in knowledge necessary for modern nursing make it essential for schools to develop and use newer teaching concepts and methods, in order to reduce both teacher time and learning time. The project grants authorized will inaugurate experiments and studies in collegiate and associate degree schools to develop such improved methods and programs for nursing education. We urge appropriation of the authorized \$2 million for fiscal year 1965, so that nursing may begin to benefit from the results of these projects as soon as possible.

## PAYMENTS TO DIPLOMA SCHOOLS OF NURSING

The deficit incurred by hospitals which operate nursing schools has led to the closing of many of these diploma schools in recent years. Considering that 83 percent of our professional nurses come from hospital schools, the importance of preventing any further loss of these schools can easily be understood. Inasmuch as the Nurse Training Act will add to the costs borne by diploma schools by increasing their enrollment, the act provides for partial reimbursement for students whose enrollment can be attributed to this legislation. The sum of \$4 million is requested for fiscal year 1965 for payments to accredited diploma schools, to be paid on the basis of a formula which is specified in the act.

## STUDENT LOANS

The cost of education is a major deterrent to young people who might otherwise undertake training for professional nursing. Studies reveal that most students of nursing come from families of lower incomes, and that up to one-half of all applicants who wish to enter schools of nursing will require financial assistance to do so. There are few scholarship and loan opportunities for students of nursing. The Nurse Training Act of 1964 provides for a program of loan support for nursing students patterned after that for medical and dental students in the Health Professions Educational Assistance Act of 1963.

Senator HILL. As you say, up to now there has been mighty little help for students that wish to go into nursing. Is that true?

Miss SCOTT. Yes, sir.

The request is for \$3.1 million to start the loan program in fiscal year 1965.

## ADMINISTRATION

A National Advisory Council on Nurse Training is created by the act to advise the Surgeon General on policy matters and to review applications for grants; staff assistance is to be given by the Division of Nursing. It will be necessary also for the Division to assist State and regional groups and schools in planning for educational development, to provide technical assistance to project directors, and to administer the programs of loans, traineeships, payments to hospital schools, construction grants, and nurse training project grants. It is only through good administrative support coupled with professional consultative services that we can insure both economical use of funds and accomplishment of the purpose of the act, which is to prepare larger numbers of better qualified nurses.

A request is made for \$500,000 for fiscal year 1965, to provide for 33 positions and the increased expenditure incident to administration of the act.

## AUTHORIZATION FOR PROGRAM

Miss SCOTT. Mr. Chairman, I shall be glad to answer any questions.

Senator HILL. Is \$500,000 the authorized amount?

Miss SCOTT. No, sir; that is the amount we are requesting.

Senator HILL. That is the amount you requested. The authorized amount is how much?

Miss SCOTT. There is no authorized amount for the administration of the program.

Senator HILL. That is what I wanted to make sure, but this is authorized under the general authorization, is that right?

Miss HOFF. That is right.

Senator HILL. Is there anything that any of you others would like to add?

If not, Miss Scott, we certainly want to thank you and your associates very much.

Miss SCOTT. Thank you.

## HOSPITAL CONSTRUCTION ACTIVITIES

STATEMENT OF DR. HARALD M. GRANING, CHIEF, DIVISION OF HOSPITAL AND MEDICAL FACILITIES; ACCOMPANIED BY DR. PAUL Q. PETERSON, ASSOCIATE CHIEF FOR OPERATIONS FOR COMMUNITY HEALTH PROGRAMS; WILLIAM B. BURLEIGH, SPECIAL ASSISTANT TO THE CHIEF, DIVISION OF HOSPITAL AND MEDICAL FACILITIES; HANNAH E. HOFF, ACTING FINANCIAL MANAGEMENT OFFICER FOR COMMUNITY HEALTH PROGRAMS; DR. JAMES M. HUNDLEY, ASSISTANT SURGEON GENERAL FOR OPERATIONS; HARRY L. DORAN, CHIEF FINANCE OFFICER; AND JAMES F. KELLY, DEPARTMENT BUDGET OFFICER

## REVISED APPROPRIATION ESTIMATE

Strike out line 12, page 25, down through line 6, page 26, and insert the following:  
*"To carry out the provisions of title VI of the Act, as amended, and parts B and C of the Mental Retardation Facilities Construction Act (77 Stat. 284-290), \$225,996,000, of which \$100,000,000 shall be for grants or loans for hospitals and related facilities pursuant to section 601(b) of the Act, \$3,012,000 shall be for the purposes authorized in section 624 of the Act, \$100,000,000 shall be for grants or loans for facilities pursuant to section 601(a) of the Act, \$7,500,000 shall remain available until expended for grants for facilities pursuant to part B of the Mental Retardation Facilities Construction Act, and \$10,000,000 shall be for grants for facilities pursuant to part C of the Mental Retardation Facilities Construction Act, and \$2,500,000 shall be for special project grants pursuant to section 318 of the Act: Provided, That funds made available under section 624 of the Public Health Service Act for experimental or demonstration construction or equipment projects shall not be used to pay in excess of two-thirds of the cost of such projects as determined by the Surgeon General: Provided further, That there may be transferred to this appropriation from "Construction of community mental health centers" an amount not to exceed the sum of the allotment adjustments made by the Secretary pursuant to section 202(c) of the Community Mental Health Centers Act: Provided further, That \$202,650,000 of this appropriation shall become available only upon enactment into law of H.R. 10041, Eighty-eighth Congress, or similar legislation."*

## Amounts available for obligation

	1964 appropriation	1965 original estimate	1965 revised estimate	Increase
Appropriation.....	\$231,269,000	\$23,346,000	\$225,996,000	\$202,650,000
Transferred to "Salaries and expenses, Office of the Surgeon General".....	-1,000			
Comparative transfer to "Salaries and expenses, Office of the General Counsel".....	-15,000			
Comparative transfer from "Salaries and expenses, Office of the Surgeon General".....	12,000			
Proposed transfer from "National Heart Institute".....	26,000			
Total available for obligations.....	231,291,000	23,346,000	225,996,000	202,650,000
Estimated unobligated balance.....	-5,500			
Total obligations.....	231,285,500	23,346,000	225,996,000	202,650,000

Obligations by activity <sup>1</sup>

Description	1964 appropriation		1965 original estimate		1965 revised estimate		Increase	
	Post- tions	Amount	Post- tions	Amount	Post- tions	Amount	Post- tions	Amount
1. Grants:								
(a) Construction under the Public Health Service Act:								
(1) Hospitals, public health centers, etc.		\$150,000,000		0		\$100,000,000		\$100,000,000
(2) Long-term care facilities		240,000,000		0		70,000,000		70,000,000
(3) Diagnostic or treatment centers		20,000,000		0		20,000,000		20,000,000
(4) Rehabilitation facilities		10,000,000		0		10,000,000		10,000,000
(b) Construction under the Mental Retardation Act:								
Community Health Centers Construction Act:								
(1) University-affiliated facilities for the mentally re-		5,000,000		\$7,500,000		7,500,000		0
tarded under pt. B of title I of the act.		0		10,000,000		10,000,000		0
(2) Facilities for the mentally retarded under pt. C of								
title I of the act.								
Total construction grants		225,000,000		17,500,000		217,500,000		200,000,000
2. Special project planning grants		0		0		2,500,000		2,500,000
3. Hospital and medical facilities research	49	4,209,000	49	3,012,000	49	3,012,000	0	0
4. Operations and technical services	204	2,075,500	238	2,834,000	261	2,984,000	23	150,000
Total obligations	253	231,285,500	287	23,346,000	310	225,996,000	23	202,650,000

<sup>1</sup> Construction grants are on an allocation basis.

<sup>2</sup> This figure includes \$20,000,000 for chronic disease hospitals and \$20,000,000 for nursing homes.



*Obligations by object*

	1964 appro- priation	1965 original estimate	1965 revised estimate	Increase
Total number of permanent positions.....	233	287	310	23
Full-time equivalent of all other positions.....	1	2	2	
Average number of all employees.....	222	265	279	14
Number of employees at end of year:				
Permanent positions.....	233	280	303	23
Other.....	1	2	2	
11 Personnel compensation.....	\$2, 111, 500	\$2, 535, 000	\$2, 655, 000	\$120, 000
12 Personnel benefits.....	189, 000	224, 000	235, 000	11, 000
21 Travel and transportation of persons.....	167, 000	254, 000	258, 000	4, 000
22 Transportation of things.....	9, 000	12, 000	12, 000	
23 Rent, communications, and utilities.....	25, 000	50, 000	51, 000	1, 000
24 Printing and reproduction.....	38, 000	117, 000	118, 000	1, 000
25 Other services.....	73, 000	99, 000	100, 000	1, 000
Services of other agencies.....	1, 000			
Research contracts.....	115, 000	115, 000	115, 000	
Payment to Bureau of State Services management fund.....	47, 000	67, 000	69, 000	2, 000
26 Supplies and materials.....	17, 000	45, 000	47, 000	2, 000
31 Equipment.....	16, 000	60, 000	68, 000	8, 000
41 Grants, subsidies, and contributions.....	228, 477, 000	19, 768, 000	222, 268, 000	202, 500, 000
Total obligations.....	231, 285, 500	23, 346, 000	225, 996, 000	202, 650, 000

## JUSTIFICATION

*General statement*

An additional request for \$202,650,000 for activities authorized under the hospital and medical facilities survey and construction program is submitted for 1965. This request will provide \$100 million for grants or loans to aid in the construction of hospitals, public health centers, and related facilities, \$70 million for long-term-care facilities, \$20 million for diagnostic or treatment facilities, \$10 million for rehabilitation facilities, \$2,500,000 for special project planning grants, and \$150,000 for operations and technical services.

	1964 appro- priation	1965 original estimate	1965 revised estimated	Increase
Construction grants:				
Hospital and medical facilities.....	\$150, 000, 000	0	\$100, 000, 000	\$100, 000, 000
Long-term care facilities.....	40, 000, 000	0	70, 000, 000	70, 000, 000
Diagnostic or treatment centers.....	20, 000, 000	0	20, 000, 000	20, 000, 000
Rehabilitation facilities.....	10, 000, 000	0	10, 000, 000	10, 000, 000
University-affiliated facilities for the mentally retarded.....	5, 000, 000	\$7, 500, 000	7, 500, 000	0
Facilities for mentally retarded.....	0	10, 000, 000	10, 000, 000	0
Subtotal, construction grants.....	225, 000, 000	17, 500, 000	217, 500, 000	200, 000, 000
Special project planning grants.....	0	0	2, 500, 000	2, 500, 000
Hospital and medical facilities research.....	4, 209, 000	3, 012, 000	3, 012, 000	0
Operations and technical services.....	2, 076, 500	2, 834, 000	2, 984, 000	150, 000
Total.....	231, 285, 500	23, 346, 000	225, 996, 000	202, 650, 000

*Hospital and medical facilities construction program*

The need and demand for hospitals, long-term care facilities, diagnostic or treatment centers, and rehabilitation facilities continues at a high level. State agencies reported in January 1964 that if unlimited Federal funds were available 598 projects costing a total of \$759,465,000 and utilizing Federal funds in the amount of \$424,907,000 could be approved in 1965. The reported need is far in excess of facilities which could be constructed with funds requested for fiscal year 1965.

*Hospitals and medical facilities.*—In 1948 only 59 percent of the general hospital beds needed were in existence whereas in 1964, 83 percent of the acceptable general beds needed are available. In spite of these dramatic gains, however, State agencies still report that about 133,000 additional general hospital beds are needed. The amount of this request devoted to general bed construction will produce an additional 11,729 beds, and approximately 14,000 additional general beds are built outside the program each year or a total of 25,729 additional



general beds. These beds will be sufficient to offset those needed for population increase and some of the annual accrual of obsolescence.

*Long-term care facilities.*—This item includes funds for the chronic disease hospitals and nursing home categories which were shown separately in the past. The approval of \$70 million for long-term care facilities represents an increase of \$30 million over the amounts previously authorized for the construction of chronic disease hospitals and nursing homes.

While considerable progress has been made in reducing the general hospital bed deficit, a tremendous backlog of bed need exists in the long-term care field. State agencies presently report that over 500,000 additional long-term care beds are needed and the demand of our aged population for care in long-term care facilities is steadily increasing. The amount of \$70 million will produce approximately 15,000 long-term care beds and about 30,000 additional long-term care beds are produced outside the program each year. This combined total of 45,000 additional long-term care beds is sufficient to take care of increases in our aged population, replace obsolete beds, and reduce the deficit by more than 26,000 beds.

*Diagnostic or treatment centers.*—The maximum amount authorized to be appropriated for diagnostic or treatment centers is included in the revised budget. This category provides additional outpatient care facilities in hospitals. Greater emphasis in providing outpatient care facilities will not only help relieve the pressures for additional hospital beds, but in addition, will permit the more economical outpatient care of some patients who otherwise could have to occupy expensive inpatient care facilities. The funds requested in the revised budget is the same amount that was available for 1964 and will permit the construction, expansion, and alteration of approximately 128 centers.

*Rehabilitation facilities.*—The maximum amount authorized to be appropriated appropriated is also requested for this category. Rehabilitation facilities provide care on an outpatient basis and also tend to relieve the pressures for additional hospital and long-term care beds. State agencies report that an additional 400 comprehensive rehabilitation facilities are needed. Data are not available as to the need for the noncomprehensive type of rehabilitation facilities. However, physical medicine departments of hospitals, which include medical, psychological, social, and vocational evaluation services, qualify as rehabilitation facilities, and are sorely needed in many of our hospitals, particularly those in urban areas. The request is for the same amount that was available for 1964 and will allow for the construction, expansion, and alteration of about 42 rehabilitation facilities.

#### *Special project planning grants*

As health facilities become more numerous and more complex the planning of additional services and facilities and the coordination of existing health programs become more and more important. The interrelationships existing between health facilities and services within a community or area and the impact that decisions of one agency have on the operation of others require that States and local lay and professional groups and organizations organize and focus serious attention on the problem. Areawide health-facility planning is a mechanism for achieving this goal, and the funds requested in the budget are for the purpose of stimulating the organization and operation of such groups. Grants will be made to State agencies who will carry out planning activities for specific areas or to State agencies in behalf of local public or nonprofit groups responsible for planning activities in a particular community, area, or region.

Approximately \$1,500 million is spent annually for construction of health facilities, and the operation of areawide planning agencies in densely populated areas throughout the country is the best guarantee that large sums of capital funds—Federal, State, and local—are spent wisely.

#### *Operations and technical services*

To carry out the additional administrative functions incident to the new planning grant program and to develop the administrative machinery essential to activation of the modernization program authorized for fiscal year 1966, a request for \$150,000 is included in this estimate. This amount will provide \$131,000 for personnel compensation and benefits for 23 new positions and \$19,000 for other objects. These positions are required to (1) develop policies, procedures, and regulations for operation of the grant program for modernization, which is authorized to begin in 1966, (2) provide technical assistance and consultation to State agencies regarding the accumulation and analysis of data required for operation of the modernization program and (3) review, evaluate, and approve

or disapprove applications submitted by State agencies (in behalf of the State or public or nonprofit local agencies) for special project planning grants.

*New positions requested, fiscal year 1965*

Operations and technical services	Grade	Annual salary
<b>HOSPITAL CONSTRUCTION PROGRAM</b>		
Architects (3).....	GS-13.....	\$35,193
Engineers (3).....	GS-13.....	35,193
Hospital program specialists (3).....	GS-13.....	35,193
Architects (2).....	GS-12.....	19,968
Engineers (2).....	GS-12.....	19,968
Hospital program specialists (2).....	GS-12.....	19,968
Clerical assistants (3).....	GS-5.....	14,103
Clerical assistants (5).....	GS-4.....	21,110
Total, new positions (23).....		200,696

STATEMENT OF DOCTOR GRANING

Senator HILL. Doctor, we are happy to have you and the members of your staff with you.

Dr. GRANING. Thank you, sir.

Senator HILL. We shall be glad to have you proceed in your own way.

Dr. GRANING. It is a great privilege to appear before you in support of a budget request authorized under the provisions of the recently enacted legislation.

The leadership provided by and the support given to construction of hospital and medical facilities by members of this committee and particularly by its chairman is gratefully acknowledged. The great success of the Hill-Burton program over the past 17 years speaks for itself. It is one of the most widely known and accepted programs of the Department of Health, Education, and Welfare.

This additional request in the amount of \$202,650,000 is needed to implement the recently enacted public law which extended, revised, consolidated, and broadened the hospital and medical facilities legislation which is usually referred to as the Hill-Burton program.

PURPOSE OF REQUEST

The amount of \$100 million is included in this request for the purpose of hospital and public health center construction. Despite increases in our population and the growing obsolescence of general beds in many of our older hospitals, we now have 83 percent of the general hospital beds needed as contrasted with 59 percent in 1948. The number of general beds produced with the \$100 million included in this request when combined with beds constructed outside the program are sufficient in number to keep pace with general beds needed because of population increases and some of the annual accrual of obsolescence.

The recently enacted legislation combined the chronic disease and nursing home categories into a single category entitled "Long-term care facilities." Such action permits realistic planning and avoids some of the artificial distinctions involved in the separate categories. The need and demand for construction of long-term care facilities continue at a high level. In fact, State agencies report

the need for more than 500,000 additional long-term-care beds. We urge, therefore, that the full \$70 million authorized be appropriated for fiscal year 1965.

#### BEDS PROVIDED UNDER FUNDS

Senator HILL. How many long-care beds do you think this \$70 million will bring us?

Dr. GRANING. Long-term-care beds, 15,200.

This request also includes \$20 million for diagnostic and treatment centers and \$10 million for rehabilitation facilities. These amounts are the same as were appropriated for 1964, and will permit communities to continue the construction of outpatient care facilities which will not only permit adequate and more economical care for many patients, but will, in addition, tend to reduce the pressure for additional and more expensive inpatient care facilities.

In addition, this request includes funds to implement that provision of the recently enacted legislation which authorized the appropriation of funds for the areawide planning of hospitals and other health facilities.

As health facilities become more numerous and more complex, the planning of additional services and facilities and the coordination of existing health programs become more and more important. The interrelationships existing between health facilities and services within a community or area, and the impact that decisions of one agency have on the operation of others require that local lay and professional groups and organizations organize and focus serious attention on the problem. Areawide health facility planning is a mechanism for achieving this goal. The \$2,500,000 requested for this purpose will support the organization and operation of such groups, and further assure that the \$1.5 billion of Federal, State, and local funds spent annually for health facility construction will be spent wisely.

#### ADDITIONAL ADMINISTRATIVE FUNCTIONS

To carry out the additional administrative functions incident to the administration of the new areawide special project planning grant program and to "gear up" for administration of the new modernization program, a request for \$150,000 is included in this estimate. This amount will provide for 23 new positions including \$131,000 for personal services and \$19,000 for other objects. These positions are required to (1) review, approve, and process applications for grants submitted by State agencies in their own behalf or in behalf of local public or other nonprofit groups for the areawide planning of health facilities; (2) provide technical assistance and consultation to State agencies and local planning groups regarding areawide planning organization and techniques; and (3) develop procedures, policies, and the methodologies for operation of the modernization program which is scheduled to begin operation in fiscal year 1966.

Senator HILL. It will take a little time to work that program out, will it not?

Dr. GRANING. Yes, sir.

## SUMMARY OF REQUEST

In summary, this request will raise the total estimate for 1965 to \$225,996,000. This amount will provide \$100 million for grants or loans to aid in the construction of hospitals, public health centers, and related facilities; \$70 million for long-term care facilities; \$20 million for diagnostic or treatment centers; \$10 million for rehabilitation facilities; \$7,500,000 for university-affiliated facilities for mentally retarded; \$10 million for community facilities for the mentally retarded; \$2,500,000 for special project planning grants; \$3,012,000 for hospital and medical facilities research; and \$2,984,000 for operations and technical services.

You will recall that we previously testified in support of the latter items. We will be glad to answer any questions you may have.

## SERVICES TO MENTALLY RETARDED

Senator HILL. I notice the \$10 million for service to the mentally retarded. I realize that this is a new program. That is for the community centers?

Dr. GRANING. Yes, sir.

Senator HILL. That \$10 million, will it do much toward establishing centers?

## PROVISIONS OF AUTHORIZING LEGISLATION

Dr. GRANING. It is a good beginning, sir. You will recall that the legislation authorized us to increase this in subsequent years.

Senator HILL. But you think this will make a good start?

Dr. GRANING. Yes.

Senator HILL. Do you think the \$7.5 million for university facilities will make a good start?

Dr. GRANING. We already know that there is more demand for the money than the amount we have requested of the Congress.

Senator HILL. You mean the university-affiliated facilities?

Dr. GRANING. Yes, sir.

Senator HILL. Was this the authorization for the first year?

Dr. GRANING. It was.

Senator HILL. In both instances?

Dr. GRANING. In both instances.

Senator HILL. In both the \$7½ million and the \$10 million authorizations for this present fiscal year 1965; is that right?

Dr. GRANING. Yes, sir.

## ACCRUAL OF OBSOLESCENCE

Senator HILL. Doctor, I note you stated at the bottom of page 1:

The number of general beds produced with the \$100 million included in this request when combined with beds constructed outside the program are sufficient in number to keep pace with general beds needed because of population increases and some of the annual accrual of obsolescence.

What does that "some" mean? How far does that go?

Dr. GRANING. Sir, we recognize that we have more and more hospitals and the cost of construction is getting higher. It has been true in the past that we have been able to estimate, or we thought we were estimating, fairly accurately the number of beds needed for

population increase and for replacement of obsolete beds. Currently we are in the situation of feeling confident about the figure for population increase but we anticipate, as we get into this next year and start devising methods for measuring modernization needs, we may well find that our obsolescence figures are much greater than we thought they would be.

Senator HILL. And you will, of course, get in that because you have to get in that on this whole question of modernization.

Dr. GRANING. Yes, sir.

PUBLIC HEALTH SERVICE TABLE OF APPROVED PROJECTS

Senator HILL. Doctor, I have a table here prepared by the Public Health Service some several months ago which shows that instead of \$100 million for the fiscal year 1965 for hospitals and public health centers, there are approved projects in the different States of some \$573,422,000. That is for your \$100,000 of hospitals and public centers.

Dr. GRANING. Yes, sir. This represents what the States could use if there were no limitation on the Federal funds. They could use that much money for general hospital bed construction.

Senator HILL. These tables were prepared some several months ago. So, I suppose by this date they could use perhaps easily around \$600 million, is that right?

Dr. GRANING. Yes, sir; they could, sir.

Senator HILL. I note from this table that they already have approved for the next fiscal year 1966 some \$460,740,000.

Dr. GRANING. Yes, sir.

Senator HILL. That would give you a total there of over a billion dollars approved now, is that correct?

Dr. GRANING. This represents what they could utilize if there were no limitation on the Federal funds.

Senator HILL. Then how did you arrive at the \$100 million?

Dr. GRANING. Sir, we were authorized to ask for \$100 million.

Senator HILL. A higher authority made the determination, is that right, Doctor?

Dr. GRANING. Yes, sir.

Senator HILL. I will put this table in the record at the conclusion of your remarks.

(The table referred to follows:)





[illegible]





	100	31	69	2,342				1	3	3,572
Minnesota-----										
1965-----	66	20	46	1,521				1	2	2,477
1966-----	34	11	23	821					1	1,095
Mississippi-----										
1965-----	13	13		805	46					
1966-----	13	13			46					
Missouri-----										
1965-----	43	28	15	775	410	419		2	1	1,460
1966-----	23	14	9	215	365	224		2		1,170
Montana-----										
1965-----	20	14	6	560	45	195			1	290
1966-----	13	8	5	354	16				1	127
Nebraska-----										
1965-----	13	8	5	354	16				1	127
1966-----	26	15	11	1,264				2	2	324
Nevada-----										
1965-----	16	9	7	478					1	124
1966-----	10	6	4	786				2	1	200
New Hampshire-----										
1965-----	14	8	6	180				2		64
1966-----	7	3	4	40				2		44
1966-----	7	5	2	140						20
New Jersey-----										
1965-----	15	7	8	290				6	1	60
1966-----	14	6	8	190				6	1	60
1966-----	1	1		100						
New Mexico-----										
1965-----	30	21	9	1,769				2	4	215
1966-----	23	18	5	1,498				2	3	215
1966-----	7	3	4	271				1	1	
New York-----										
1965-----	28	19	9	972	110			2	1	390
1966-----	17	10	7	502	110			1	1	270
1966-----	11	9	2	470				1		120
1966-----	92	60	32	6,867	975				5	1,819
1965-----	47	32	15	3,587	870				3	541
1966-----	45	28	17	3,280	105				2	1,278



South Carolina.....	38	26	12	2,105						5		1	400
1965.....	15	10	6	924								1	150
1966.....	22	16	6	1,181									290
South Dakota.....	24	19	5	282	17								163
1965.....	14	11	3	199									84
1966.....	10	8	2	83	17								79
Tennessee.....	13	12	1	539									100
1965.....	13	12	1	539									100
1966.....													
Texas.....	114	81	33	4,740	1,482	30			7	3	142	4	3,133
1965.....	73	50	23	3,636	822	30			2	3	98	4	1,588
1966.....	41	31	10	1,104	660				5		44		1,545
Utah.....	28	24	4	1,263		80			4				150
1965.....	16	12	4	235		80			2				150
1966.....	12	12		1,028					2				
Vermont.....	8	4	4	290						2	15		25
1965.....	8	4	4	290						2	15		25
1966.....													
Virginia.....	19	12	7	1,287									290
1965.....	12	6	6	662									140
1966.....	7	6	1	635									150
Washington.....	33	28	5	1,662						2		1	100
1965.....	25	21	4	1,412					10				50
1966.....	8	7	1	250					6	2		1	50
West Virginia.....	32	29	3	955	45	70			7	1			175
1965.....	19	16	3	590	45	60			3	1			175
1966.....	13	13		365		10			4				
Wisconsin.....	86	42	44	3,162	162				1	6	450	6	1,480
1965.....	51	23	28	1,318	112				1	2	300	5	1,028
1966.....	35	19	16	1,844	50					4	150	1	452

*Summary of anticipated construction of hospitals and other medical facilities, United States and territories (under title VI of the Public Health Service Act) if there were no limitation on Federal assistance, for fiscal years 1965 and 1966—Continued*

State and program year		Number of projects		Beds or units added, by type of project										
		Total		Part C			Part G							
				General hospital	Mental hospital	Chronic hospital	TB hospital	Health center (units)	Diagnostic or treatment (units)	Chronic hospital	Rehabilitation facilities (units)	Nursing homes		
Wyoming.....		15	6	9	229						1			253
1965.....		15	6	9	229						1			253
1966.....														
Guam.....		1	1							1				
1965.....		1	1							1				
1966.....														
Puerto Rico.....		47	38	9	1,932						7			150
1965.....		17	13	4	1,156						2			150
1966.....		30	25	5	776						5			
Virgin Islands I.....														
1965.....														
1966.....														
State and program year		Number of projects			Estimated cost (thousands)									
		Total		Total program		Pt. C		Pt. G						
				Total cost	Federal share	Total cost	Federal share	Total cost	Federal share					
		1,821	1,234	587	\$2,855,811	\$1,213,063	\$2,436,977	\$1,034,102	\$418,834	\$179,531				
		1,105	770	395	1,731,109	688,400	1,449,921	573,422	281,188	114,978				
1966.....	656	404	192	1,124,702	525,293	987,056	400,740	137,646	64,553					

Alabama.....	41	33	8	20,140	13,350	17,791	11,784	2,349	1,566
1965.....	23	18	5	8,154	5,426	6,708	4,460	1,449	966
1966.....	18	15	3	11,986	7,924	11,086	7,324	900	600
Alaska.....	13	5	8	16,786	7,114	12,776	5,110	4,010	2,004
1965.....	6	2	4	7,026	2,950	5,616	2,246	1,410	704
1966.....	7	3	4	9,760	4,164	7,160	2,864	2,600	1,300
Arizona.....	19	12	7	34,813	17,406	30,383	15,196	4,420	2,210
1965.....	17	11	6	33,813	16,906	30,183	15,096	3,620	1,810
1966.....	2	1	1	1,000	500	200	100	800	400
Arkansas.....	41	26	15	19,175	10,108	15,050	7,475	4,125	2,633
1965.....	23	14	9	10,465	5,518	7,750	3,825	2,715	1,693
1966.....	18	12	6	8,710	4,590	7,300	3,650	1,410	940
California.....	42	33	9	117,409	35,639	108,212	33,388	9,197	2,251
1965.....	32	24	8	91,223	27,163	82,605	25,105	8,618	2,058
1966.....	10	9	1	26,186	8,476	25,607	8,283	579	183
Colorado.....	44	33	11	53,279	23,995	50,262	22,587	3,017	1,408
1965.....	44	33	11	53,279	11,997	50,262	11,293	3,017	704
1966.....	4	33	11	53,279	11,998	50,262	11,294	3,017	704
Connecticut.....	16	11	5	24,799	8,267	22,246	7,432	2,503	835
1965.....	13	8	5	22,849	7,617	20,346	6,782	2,503	835
1966.....	3	3	5	1,950	650	1,950	650	2,503	835
Delaware.....	5	3	2	5,140	2,138	2,597	866	2,543	1,272
1965.....	5	3	2	5,140	2,138	2,597	866	2,543	1,272
1966.....	5	3	2	5,140	2,138	2,597	866	2,543	1,272
District of Columbia.....	4	4	4	22,800	1,350	22,800	22,800	22,800	1,350
1965.....	4	4	4	22,800	1,350	22,800	22,800	22,800	1,350
1966.....	4	4	4	22,800	1,350	22,800	22,800	22,800	1,350
Florida.....	75	49	26	73,049	34,624	59,774	27,985	13,275	6,639
1965.....	75	49	26	73,049	30,280	59,774	23,641	13,275	6,639
1966.....	75	49	26	73,049	4,344	59,774	4,344	13,275	6,639

*Summary of anticipated construction of hospitals and other medical facilities, United States and territories (under title VI of the Public Health Service Act) if there were no limitation on Federal assistance, for fiscal years 1965 and 1966—Continued*

State and program year	Number of projects			Estimated cost (thousands)					
	Total	Pt. C		Pt. G		Total program		Pt. C	
		Pt. C	Pt. G	Total cost	Federal share	Total cost	Federal share	Total cost	Federal share
Georgia.....	65	44	21	\$76,703	\$34,159	\$54,974	\$21,966	\$21,729	\$12,173
1965.....	36	28	8	50,498	23,016	35,390	14,153	15,108	8,863
1966.....	29	16	13	26,205	11,143	19,584	7,833	6,621	3,310
Hawaii.....	22	17	5	26,516	12,723	23,516	11,283	3,000	1,440
1965.....	12	9	3	5,692	2,728	3,692	1,768	2,000	960
1966.....	10	8	2	20,824	9,995	19,824	9,515	1,000	480
Idaho.....	8	4	4	4,525	2,132	3,150	1,445	1,375	687
1965.....	5	1	4	3,375	1,557	2,000	870	1,375	687
1966.....	3	3		1,150	575	1,150	575		
Illinois.....	52	36	16	151,910	69,266	139,910	63,990	12,000	5,296
1965.....	24	14	10	71,710	34,585	63,710	30,916	8,000	3,609
1966.....	28	22	6	80,200	34,701	76,200	33,074	4,000	1,627
Indiana.....	25	18	7	86,633	27,770	80,613	25,987	5,820	1,783
1965.....	21	14	7	70,946	24,543	71,128	22,760	5,820	1,783
1966.....	4	4		9,683	3,227	9,683	3,227		
Iowa.....	46	34	12	72,060	24,200	63,050	20,990	9,030	3,210
1965.....	28	20	8	37,505	12,575	31,775	10,565	5,730	2,010
1966.....	18	14	4	34,575	11,625	31,275	10,425	3,300	1,200
Kansas.....	28	19	9	61,638	30,800	53,138	26,559	8,500	4,250
1965.....	4	2	2	5,646	2,813	4,146	2,063	1,500	750
1966.....	24	17	7	55,992	27,986	48,992	24,496	7,000	3,500



Kentucky-----	21	21	27,725	14,046	27,725	13,907	139
1965-----	11	11	13,765	6,616	13,765	6,477	139
1966-----	10	10	13,960	7,430	13,960	7,430	
Louisiana-----	41	28	94,400	47,200	87,800	43,900	3,300
1965-----	24	15	60,300	30,150	55,300	27,650	5,000
1966-----	17	13	34,100	17,050	32,500	16,250	1,600
Maine-----	25	13	15,038	7,519	8,680	4,340	3,179
1965-----	14	8	8,868	4,434	6,880	3,440	1,988
1966-----	11	5	6,170	3,085	1,800	900	2,185
Maryland-----	30	24	112,159	46,046	106,459	42,962	3,084
1965-----	18	14	53,999	26,566	48,659	23,662	5,340
1966-----	12	10	58,160	19,480	57,800	19,300	2,904
Massachusetts-----	53	40	90,494	36,198	82,610	33,044	3,154
1965-----	22	17	28,399	11,360	27,524	11,010	875
1966-----	31	23	62,095	24,838	55,086	22,034	2,804
Michigan-----	29	22	55,300	21,519	47,500	17,619	3,900
1965-----	29	22	55,300	21,519	47,500	17,619	3,900
1966-----							
Minnesota-----	100	31	104,716	38,312	72,485	23,808	14,504
1965-----	66	20	76,132	24,282	53,088	13,912	10,370
1966-----	34	11	28,584	14,030	19,397	9,886	4,134
Mississippi-----	13	13	18,120	12,080	18,120	12,080	
1965-----	13	13	18,120	12,080	18,120	12,080	
1966-----							
Missouri-----	43	28	62,644	31,322	49,712	24,856	6,466
1965-----	23	14	40,248	20,124	31,166	15,583	4,541
1966-----	20	14	22,396	11,198	18,546	9,273	1,925
Montana-----	13	8	11,512	4,564	9,340	3,696	868
1965-----	13	8	11,512	2,377	9,340	1,907	470
1966-----				2,187		1,789	398



North Dakota	10	6	4	9,153	3,792	5,653	1,883	3,500	1,909
1965	6	4	2	5,323	1,810	3,823	821	1,500	989
1966	4	2	2	3,530	1,982	1,830	1,830	2,000	920
Ohio	92	69	23	171,330	54,512	151,675	48,728	19,055	5,784
1965	63	44	19	123,900	39,702	106,895	34,801	17,005	4,901
1966	29	25	4	47,430	14,810	44,780	13,927	2,050	883
Oklahoma	26	18	8	54,750	27,350	52,700	26,325	2,050	1,025
1965	15	11	4	11,450	4,700	10,700	4,325	750	375
1966	11	7	4	43,300	22,650	42,000	22,000	1,300	650
Oregon	14	11	3	12,679	4,226	11,629	3,876	1,060	380
1965	5	4	1	2,244	748	2,034	678	210	70
1966	9	7	2	10,435	3,478	9,595	3,198	840	280
Pennsylvania	62	43	19	87,004	29,578	70,908	23,744	16,096	5,834
1965	47	38	9	60,264	20,631	52,379	17,567	7,885	3,064
1966	15	5	10	26,740	8,947	18,539	6,177	8,211	2,770
Rhode Island	5	3	2	17,473	7,835	8,846	3,522	8,027	4,313
1965	5	3	2	17,473	3,988	8,846	1,808	8,027	2,180
1966					3,847		1,714		2,133
South Carolina	38	26	12	54,370	36,580	46,920	31,280	7,950	5,300
1965	16	10	6	26,910	13,940	13,940	11,140	4,200	2,800
1966	22	16	6	27,960	22,640	24,210	20,140	3,750	2,500
South Dakota	24	19	5	12,234	5,413	10,334	4,463	1,900	950
1965	14	11	3	7,554	3,073	6,554	2,573	1,000	500
1966	10	8	2	4,680	2,340	3,780	1,890	900	450
Tennessee	13	12	1	8,749	4,548	7,749	4,028	1,000	520
1965	13	12	1	8,749	4,548	7,749	4,028	1,000	520
1966									
Texas	114	81	33	140,984	63,697	116,673	51,542	24,311	12,155
1965	73	50	23	102,451	39,780	87,436	32,268	15,025	7,512
1966	41	31	10	38,533	23,917	29,247	19,274	9,286	4,643

*Summary of anticipated construction of hospitals and other medical facilities, United States and territories (under title VI of the Public Health Service Act) if there were no limitation on Federal assistance, for fiscal years 1965 and 1966—Continued*

State and program year	Number of projects			Estimated cost (thousands)					
	Total	Pt. C	Pt. G	Total program		Pt. C		Pt. G	
				Total cost	Federal share	Total cost	Federal share	Total cost	Federal share
Utah.....	28	24	4	\$37,150	\$16,524	\$35,700	\$15,799	\$1,450	\$725
1965.....	16	12	4	11,400	4,912	9,950	4,187	1,450	725
1966.....	12	12		25,750	11,612	25,750	11,612		
Vermont.....	8	4	4	7,516	2,862	6,075	2,141	1,441	721
1965.....	8	4	4	7,516	1,630	6,075	1,154	1,441	476
1966.....					1,232		987		245
Virginia.....	19	12	7	33,921	20,518	28,661	17,658	5,260	2,860
1965.....	12	6	6	18,621	11,453	14,161	9,033	4,460	2,420
1966.....	7	6	1	15,300	9,065	14,500	8,625	800	440
Washington.....	33	28	5	53,737	21,494	51,565	20,625	2,172	869
1965.....	25	21	4	42,517	14,806	40,085	14,077	1,822	729
1966.....	8	7	1	11,220	6,688	10,870	6,548	350	140
West Virginia.....	32	29	3	32,370	16,175	28,970	14,475	3,400	1,700
1965.....	19	16	3	22,890	11,436	19,490	9,736	3,400	1,700
1966.....	13	13		9,480	4,739	9,480	4,739		
Wisconsin.....	86	42	44	125,343	50,105	95,400	38,152	29,883	11,953
1965.....	51	23	28	55,931	22,342	37,964	15,154	17,967	7,188
1966.....	35	19	16	69,412	27,763	57,496	22,998	11,916	4,765
Wyoming.....	15	6	9	6,345	2,530	3,525	1,120	2,820	1,410
1965.....	15	6	9	6,345	1,410	3,525	510	2,820	900
1966.....					1,120		610		510

Guam.....	1	1		36	24	36	24		
1965.....	1	1		36	24	36	24		
1966.....									
Puerto Rico.....	47	38	9	50,508	43,943	45,783	40,288	4,725	3,655
1965.....	17	13	4	29,501	25,096	26,026	23,243	3,475	1,853
1966.....	30	25	5	21,007	18,847	18,757	17,045	1,250	1,802
Virgin Islands 1.....									
1965.....									
1966.....									

1 Not available.

Senator HILL. Is there anything else you would like to add, Doctor?

Dr. GRANING. No, sir.

Senator HILL. Anything else from your associates?

Doctor, we want to thank you very much, and your associates.

Dr. GRANING. Thank you, sir.

## WATER SUPPLY AND WATER POLLUTION CONTROL

STATEMENT OF GORDON E. McCALLUM, CHIEF, DIVISION OF WATER SUPPLY AND POLLUTION CONTROL; ACCOMPANIED BY JAMES B. COULTER, ASSISTANT CHIEF, TECHNICAL SERVICES BRANCH, DIVISION OF WATER SUPPLY AND POLLUTION CONTROL; MATTHEW C. PILZYS, FINANCIAL MANAGEMENT OFFICER, DIVISION OF WATER SUPPLY AND POLLUTION CONTROL; PETER J. BERSANO, FINANCIAL MANAGEMENT OFFICER FOR ENVIRONMENTAL HEALTH PROGRAMS; DR. JAMES M. HUNDLEY, ASSISTANT SURGEON GENERAL FOR OPERATIONS; HARRY L. DORAN, CHIEF FINANCE OFFICER; AND JAMES F. KELLY, DEPARTMENT BUDGET OFFICER

## APPROPRIATION ESTIMATE

## "WATER SUPPLY AND WATER POLLUTION CONTROL

"To carry out sections 301, 311, and 361 of the Act with respect to water supply and water pollution control, and to carry out the Federal Water Pollution Control Act, as amended (33 U.S.C. 466-466d, 466f-466k), [\$34,239,000] \$35,039,000, including \$4,700,000 for grants to States and \$300,000 for grants to interstate agencies under section 5 of the Federal Water Pollution Control Act, as amended."

*Amount available for obligation*

	1964 appropriation	1965 original estimate	1965 revised estimate	1965 increase
Appropriation.....	\$28,980,000	\$34,310,000	\$35,110,000	\$800,000
Transfer to "Operating expenses, Public Buildings Service," General Services Administration.....	-50,000			
Proposed transfer from "National Heart Institute" due to Uniformed Services Pay Act of 1963.....	+130,000			
Comparative transfer from "Salaries and expenses, Office of the Surgeon General".....	+23,000			
Comparative transfer to "Environmental health sciences".....	-46,000			
Total available for obligation.....	29,087,000	34,310,000	35,110,000	800,000
Estimated unobligated balance.....	-41,000			
Total obligations.....	28,996,000	34,310,000	35,110,000	800,000



*Obligations by activity*

	1964 appropriation		1965 original estimate		1965 revised estimate		1965 increase	
	Posi- tions	Amount	Posi- tions	Amount	Posi- tions	Amount	Posi- tions	Amount
Grants:								
Research.....		\$4,229,000		\$5,210,000		\$5,210,000		
Fellowship.....		474,000		617,000		617,000		
Training.....		2,000,000		2,000,000		2,000,000		
Control program.....		5,000,000		5,000,000		5,000,000		
Demonstration.....		625,000		625,000		625,000		
Direct operations.....	1,326	16,668,000	1,549	20,858,000	1,609	21,658,000	60	800,000
1. Comprehensive planning.....	398	5,139,000	474	6,972,000	474	6,972,000		
2. Enforcement.....	298	3,589,000	325	3,789,000	325	3,789,000		
3. Research training, and technical services:								
(a) Research.....	207	3,040,000	290	3,422,000	290	3,422,000		
(b) Collection, analysis, and dissemination of basic data.....	120	1,344,000	127	1,403,000	127	1,403,000		
(c) Technical services.....	161	1,841,000	191	3,495,000	251	4,295,000	60	800,000
(d) Training.....	15	267,000	15	277,000	15	277,000		
(e) Construction grant services.....	127	1,448,600	127	1,500,000	127	1,500,000		
Total obligations.....	1,326	28,996,000	1,549	34,310,000	1,609	35,110,000	60	800,000

*Obligations by object*

	1964 appro- priation	1965, original estimate	1965, revised estimate	1965 increase
Total number of permanent positions.....	1,326	1,549	1,609	60
Full-time equivalent of other positions.....	45	52	58	6
Average number of all employees.....	1,229	1,353	1,398	45
Number of employees at end of year:				
Permanent.....	1,301	1,547	1,602	55
Other.....	49	51	66	15
11 Personnel compensation.....	\$8,500,800	\$9,766,000	\$10,083,000	\$317,000
12 Personnel benefits.....	1,177,000	1,336,000	1,358,000	22,000
21 Travel and transportation of persons.....	1,077,000	1,185,000	1,232,000	47,000
22 Transportation of things.....	172,000	266,000	280,000	14,000
23 Rent, communications, and utilities.....	429,000	546,000	574,000	28,000
24 Printing and reproduction.....	196,000	209,000	212,000	3,000
25 Other services.....	800,000	1,217,000	1,253,000	36,000
Services performed by other agencies.....	640,000	1,146,000	1,246,000	100,000
Research contracts.....	600,000	600,000	600,000	
Contracts for construction.....		1,100,000	1,100,000	
Payment to:				
Bureau of State Services Manage- ment fund.....	1,359,900	1,361,000	1,361,000	
National Institutes of Health management fund.....	56,000	68,000	68,000	
26 Supplies and materials.....	776,000	865,000	887,000	22,000
31 Equipment.....	884,300	1,193,000	1,404,000	211,000
41 Grants, subsidies, and contributions.....	12,328,000	13,452,000	13,452,000	
Total obligations.....	28,996,000	34,310,000	35,110,000	800,000

## JUSTIFICATION

An amendment to the 1965 budget in the amount of \$800,000 and 60 positions is requested for water supply and pollution control. These additional resources are necessary to identify sources of pollution and institute control measures in the lower Mississippi drainage basin and its estuarine waters in the Gulf of Mexico. This pollution includes a highly toxic pesticide, endrin, and other similar chlorinated hydrocarbon pesticides which have caused massive fish kills every year since 1960. These fish kills can be interpreted as an early warning to all users of the river, and particularly to those who take municipal and industrial water supplies from it.

### *Background*

A large variety of fish and other wildlife have been dying in the lower Mississippi River drainage area periodically since 1960. The kills are quite different than the fish kills commonly associated with discharge of industrial wastes, accidental discharges of poisonous materials, or changes of temperature and dissolved oxygen that are commonly observed. These kills occur in the same waters at the same time each year. It has been estimated that approximately 10 million fish have been killed. The kill during the fall and winter of 1963 and 1964 was particularly severe with approximately 5.2 million fish reported dead.

Prior to the recent work of the Public Health Service, it was a common belief that these kills were the result of some fish disease or some other natural cause. However, in November of last year, the Louisiana State Water Pollution Control Agency asked the Public Health Service to determine if pollution could be the cause of the kills. Because of the recurring nature of the kills, the wide variety of fish life involved, the involvement of both fresh and salt water, and the possible grave water pollution and public health implications, the Division of Water Supply and Pollution Control assigned all pertinent available resources to the task of finding the cause of the kills. Assistance was sought and obtained from other elements of the Public Health Service and other agencies of the Federal Government.

Intensive field studies were conducted in the lower Mississippi River area and a series of carefully controlled laboratory experiments were carried out. As a result of these studies and experiments, Public Health Service scientists linked the fish kills to a highly toxic organic chemical called endrin. Because of the many similarities between the fish kills extending back to 1960 and that which occurred in 1963, the scientists further concluded that the earlier kills were probably caused by the same toxic materials responsible for the kills in 1963. In the course of the investigations, endrin, dieldrin, and other pesticides were found in samples of raw river water, in treated drinking water supplies, in mud deposits, in ducks, in shrimp and other shellfish as well as in dead and dying fish. These findings revealed widespread pesticide contamination in the lower Mississippi area.

This preliminary work was undertaken as a result of a request from the State of Louisiana for technical assistance.

In April Louisiana asked for continuing technical assistance, indicating in part: "The purpose of this letter is to officially request additional technical assistance in gathering more needed data relative to the above-mentioned fish kill. It is, in our judgment, vitally necessary to determine precisely what the long-term or chronic effect of the toxic synthetic organic materials is on fish and other aquatic life, and also to establish or identify the sources of the materials that are coming into Louisiana's Mississippi River from areas north and upstream from Louisiana.

"Because this is without question a problem whose solution is beyond the limited capabilities of this State's agency, and because our jurisdiction is restricted to the State of Louisiana, we are requesting the aforementioned technical assistance. Further, we are requesting this assistance with all dispatch at your disposal and/or command."

The Department of Health, Education, and Welfare has appeared twice before the Reorganization and Internal Organizations Subcommittee of the Committee on Government Operations of the Senate and explained the significance of this water pollution in the lower Mississippi area. Assistant Secretary James M. Quigley described actions which were being taken or planned to protect public health and carry out the Department's responsibility under the Federal Water Pollution Control Act. The actions included the calling of a water pollution conference (enforcement) under section 8 of the Federal Water Pollution Control Act; the provision of the additional technical assistance as requested by Louisiana and other States in the area; plans for the development of a comprehensive program for water pollution control in the Lower Mississippi Basin; and stepped-up surveillance of raw water supplies, finished water supplies, and shellfish in the affected area. Mr. Quigley noted that the current investigations highlight the complex and difficult nature of the problems in the lower Mississippi and possibly in other river basins in the country as well.

The conference called by Secretary Celebrezze was held in New Orleans on May 5. After reviewing all of the known facts, the conferees representing the Department of Health, Education, and Welfare and the States of Arkansas, Tennessee, Mississippi, and Louisiana agreed that industrial wastes and drainage from contaminated areas in and near Memphis, Tenn., are sources of the discharge into the Mississippi, and further, that available data demonstrate that sources other than those in the Memphis area, but not yet identified might contribute to

the endrin found in the lower Mississippi drainage area. The first two recommendations of the conferees are that—

1. Known sources of endrin discharges from industries, land drainage, and mud deposits be brought under control immediately, and
2. Other sources of endrin pollution be identified and brought under control as soon as possible.

The recommendation concerning known sources of endrin discharges resulted from reconnaissance surveys made by the Public Health Service, Department of Agriculture, and State officials. These surveys rested on the premise that endrin pollution in the Mississippi River could come from (1) manufacturing, formulating and industrial use of pesticides; (2) practices employed in handling and applying endrin to agricultural land; and (3) drainage from agricultural land. These preliminary searches for sources of endrin pollution revealed significant contamination resulting from waste disposal practices at manufacturing and other activities in the Memphis, Tenn. area. However, the preliminary information indicated that all of the pollution did not appear to come from the Memphis area. The best information available showed that a substantial portion of the total pollution of this nature in the Lower Mississippi River Basin came from sources that were unidentified.

#### *Need for additional resources*

Secretary Celebrezze has endorsed the recommendations of the Conference that action be taken to bring known sources of endrin pollution under control immediately and that other sources of endrin pollution be identified and brought under control as soon as possible. Resident teams of water pollution control scientists will be stationed in the area. One group will work in the Memphis, Tenn., area to determine if known sources of endrin are being brought under control. They will gather continuous information to show if and when there is any discharge of endrin from industrial plants and dumping areas. They will assist State and local water pollution control agencies to determine if effective control measures have been put into operation and maintained at top efficiency.

In addition to the work in the Memphis area, other investigators will determine the total amount of pollution at key locations in the Mississippi drainage area. The information thus obtained will be used to isolate and identify other sources of endrin and similar types of pollution. The investigations are designed to determine the relative contributions and effects of agricultural drainage, spraying operations practices at pesticide formulating plants, industrial uses of pesticides, or other sources of pollution.

Specifically, extensive and intensive information is required to:

1. Meet the requests for technical assistance from Louisiana and other States in the Lower Mississippi Basin;
2. Meet needs for data for the enforcement action taken by the Secretary of Health, Education, and Welfare;
3. In collaboration with the States and cities, maintain a close surveillance on the effects of pollution on municipal and industrial water supplies.

The additional funds recommended for 1965 will be used to carry out the following activities:

*Location of sources.*—Determine the specific origin and means by which pesticides enter surface and ground waters and the pattern of this contamination in the lower Mississippi area. This will be done by first determining the amount of pollution in the river at key locations and tracing the pollution back to its source. In that chlorinated hydrocarbons are only slightly soluble in water, it is expected that the measuring program must encompass other materials in the water that will serve as a carrier; that is, silt, fats, oils, emulsifying agents and industrial or municipal wastes. This will involve the development of an extensive program of field sampling and a large number of laboratory analyses involving highly refined analytical techniques. At this time, suspected sources of water pollution by endrin and other pesticides include manufacturing and formulation of pesticides; industrial use; handling and practices that are employed in applying pesticides to agricultural land; drainage from agricultural land; homeowner use and domestic gardening. Some of these sources may be difficult to control but all sources should be identified in order to eliminate needless pollution. To carry out the source location activity we are recommending an additional 32 positions and \$417,000.

*Research and experimental works.*—This activity includes such things as finding the basic mechanisms by which fish and other organisms concentrate endrin in their bodies. When exposed to low levels in water, fish concentrate the toxins in

their bodies until a lethal level is reached. This work will require bioassays and other techniques to determine chronic and long-term effects on fish and shellfish in various stages of development. Theories such as fat reabsorption and the purging process will be studied. Other aspects to be studied include factors affecting toxicity of endrin to salt water and estuarine fish and wildlife; the degree to which fish and other organisms can acclimatize and tolerate endrin; and the removal of endrin by natural materials such as silt and plankton. In addition, it is proposed to work on the means of effecting the maximum pesticide removal in water supplies through modifications in water treatment practices. Some of this work will be done at the Carville Leprosarium in Louisiana using a water treatment plant which is now operated by the Public Health Service. To meet the needs for this work, we are recommending 10 positions and \$188,000.

*Methods for control and prevention of pollution.*—Concerted efforts will be directed to the development of techniques for controlling or preventing discharges of pesticide wastes. In cooperation with industry and State agencies in-plant surveys will be conducted to determine feasibility of specific control measures for manufacturers and individual formulators, where necessary. Such measures will involve exploration of disposal of solid wastes to land fill with appropriate attention to hazards of ground water pollution, neutralization and detoxification of liquid wastes by chemical treatment and incineration of wastes, taking into consideration potential air pollution. If contamination from agricultural pesticide use is found to be contributing significantly to the problem, U.S. Department of Agriculture and State agricultural agencies' aid will be sought to determine how such contamination can be reduced or eliminated through improved application or land use practices. Feasibility of streamflow regulation and control of sediment deposits will also be explored and coordinated with appropriate agencies. To conduct this activity we are recommending 18 positions and \$195,000.

In order to carry out the above activities there will be established a field station in Baton Rouge, La., with laboratory facilities and a field station in Memphis, Tenn. In addition, the Division plans to utilize as fully as possible its laboratories at the Robert A. Taft Sanitary Engineering Center at Cincinnati, and at its field laboratory facilities in Athens, Ga.

In order to develop the required information the Division will cooperate with and utilize the specialized competencies of other agencies such as the Department of Agriculture (Agricultural Research Service), and the Department of the Interior (Bureau of Commercial Fisheries, Bureau of Sport Fisheries and Wildlife; Geological Survey) in addition to the Department of Health, Education, and Welfare (Food and Drug Administration; and other parts of the Public Health Service, such as the Division of Environmental Engineering and Food Protection). Meetings have been held with representatives of the agencies concerned to develop the necessary cooperative arrangements.

The 1965 program is directed toward the urgent actions needed to find and control endrin and similar types of persistent pollutants. However, these investigations will move smoothly into those needed for the development of a comprehensive program for water pollution control in the lower Mississippi Basin.



## AMENDMENT FOR LOWER MISSISSIPPI PROJECT

*New positions requested, fiscal year 1965*

Technical services	Grade	Annual salary
Chief, planning and reports.....	GS-14.....	\$13,624
Chemist.....	GS-14.....	13,624
Biologist.....	GS-13.....	11,731
Oceanographer.....	GS-13.....	11,731
Chief, laboratory.....	GS-13.....	11,731
Chief, field operations.....	GS-13.....	11,731
Hydrologist:		
Surface waters.....	GS-12.....	9,984
Ground waters.....	GS-12.....	9,984
Bacteriologist.....	GS-12.....	9,984
Chemists, organic (2).....	GS-12.....	19,968
Chemist, analytical.....	GS-12.....	9,984
Biologists, physiologist (2).....	GS-12.....	19,968
Biologist.....	GS-12.....	9,984
Do.....	GS-11.....	8,424
Chemists, analytical (2).....	GS-11.....	16,848
Statistician.....	GS-11.....	8,424
Administrative officer.....	GS-9.....	7,030
Engineer.....	GS-9.....	7,030
Limnologists (2).....	GS-9.....	14,060
Biologist.....	GS-9.....	7,030
Statistician.....	GS-9.....	7,030
Chemists, analytical (3).....	GS-9.....	21,090
Chemists, analytical (2).....	GS-7.....	11,606
Engineer aids (2).....	GS-5.....	9,402
Chemist, analytical.....	GS-5.....	4,701
Biological aids (2).....	GS-5.....	9,402
Biologist.....	GS-5.....	4,701
Technician, electronics.....	GS-5.....	4,701
Clerk-stenographer.....	GS-5.....	4,701
Physical science aids (6).....	GS-5.....	28,206
Secretaries (2).....	GS-5.....	9,402
Secretary.....	GS-4.....	4,222
Clerk-stenographers (2).....	GS-4.....	8,444
Statistical clerk.....	GS-4.....	4,222
Physical science aids (3).....	GS-4.....	12,666
Physical science aids (2).....	GS-3.....	7,780
Boat operators (2).....	WB-8.....	11,690
Commissioned officers:		
Project director.....	SEDIR.....	12,000
Engineers (2).....	SSE.....	16,440
Total (60).....		425,280

## STATEMENT OF MR. McCALLUM

Senator HILL. Mr. McCallum. We welcome you back. We are glad to have you and your associates with us. You may proceed in your own way.

Mr. McCALLUM. Thank you Mr. Chairman. The potential threat to human health and the destruction of fish and wildlife caused by the increasing manufacture and use of pesticides have received a great deal of attention in recent years. However the events of the last few months have pointed up a problem much more urgent than we had previously recognized.

For the past 4 years, massive fish kills have occurred in the lower Mississippi River area. There was considerable speculation as to the cause of these kills but this remained unknown until last winter when our scientists linked the cause of the kills to the pesticide endrin.

## FISH KILLS FROM INSECTICIDES

Mr. Chairman there have been many cases of fish kills relating from insecticide use in the past. Usually, however, these kills have been relatively localized and acute. The particularly alarming

aspect of the findings on the lower Mississippi is the massive widespread and recurring nature of the kills, reflecting an extensive contamination of the environment.

On the basis of technical and scientific study which identified the pesticide endrin as the cause of these fish kills, the State of Louisiana last April requested continued assistance.

The State requested the determination precisely of what the long-term or chronic effect of the toxic materials (pesticides) is on fish and other aquatic life, and the identification of the sources of the materials that were coming into Louisiana from areas upstream.

Further, the State indicated that, in addition to involving a jurisdictional problem, the solution of these problems was beyond their technical capabilities.

#### FINDINGS OF FOUR-STATE CONFERENCE

When these facts were brought to the attention of Secretary Celebrezze, he called for a four-State enforcement conference on the pollution of interstate waters of the lower Mississippi River and its tributaries, under the provisions of the Federal Water Pollution Control Act. The State-Federal conferees concluded that endrin was responsible for the fish kills in the Mississippi and Atchafalaya Rivers in Louisiana. They concluded that industrial wastes and drainage from contaminated areas in and near Memphis, Tenn., are sources of the discharge of endrin into the Mississippi.

They found that the data presented indicates that other sources not yet identified also contribute to the endrin found in the lower Mississippi drainage area.

Senator HILL. These industrial wastes were drained largely from industrial plants I take it?

Mr. McCALLUM. That is right, sir; one plant, to the best of our knowledge.

Senator HILL. You and I know we are in a chemical age. When you get into these different things, why this is the result because we have not taken any steps up to date to avoid this; is that right?

Mr. McCALLUM. That is right.

Senator HILL. In fact that is what you are here for now to start that. You are in the field of preventive medicine.

Mr. McCALLUM. That is what I would like to call it.

Senator HILL. I think it is very important, myself. I know good and well you and I would not like to eat any of those fish down there that were killed.

Mr. McCALLUM. I think that is right.

Senator HILL. I notice even Mr. Kelly will agree with that.

All right, go ahead, sir.

Mr. McCALLUM. They concluded that the presence of minute concentrations of endrin in the treated water supply of Vicksburg, Miss., and New Orleans, La., is a matter of concern. Because of this, the conferees unanimously recommended that known sources of endrin be brought under control immediately and that other sources of endrin pollution be identified and brought under control as soon as possible.



## URGENCY OF STUDY

Due to the nature of the pollution, which is highly toxic, and the unknown factors involved, it becomes necessary and urgent to conduct a broad-scale study. We must identify all sources of pollution and bring them under control. Therefore, we are recommending an additional \$800,000 for 1965. These funds will finance a project specifically designed toward finding:

(1) The extent and pattern of contamination of the surface and ground waters, fish and shellfish, and the public water supplies; and the specific origin of the pollutants and means by which they enter surface and ground waters; (2) the mechanisms by which the pollutants move through the water environment and aquatic food chain into fish and shellfish, and by which they are concentrated to toxic levels in addition to methods for water treatment to effect maximum pesticide removal from the Mississippi River water; and (3) methods for control and prevention of this pollution.

## METHOD OF CARRYING OUT PROGRAMS

This work will be carried out in cooperation with the State and Federal agencies concerned. Meetings have been held with a number of agencies to work out the detailed cooperative arrangements necessary, and we believe that we will be able to coordinate closely our work and utilize the specialized competencies of other agencies to develop the required information as efficiently and effectively as possible.

Mr. Chairman, Mr. Coulter, Assistant Chief of our Technical Services Branch is the coordinator of all our activities on the lower Mississippi. He is here with me today. We shall be glad to answer any questions we can that you may have.

Senator HILL. Let me ask you this, gentlemen.

## DURATION OF STUDY

How long do you think this study will take? Do you have any idea?

Mr. McCALLUM. This particular study will continue through 1 year and after this year we propose to undertake a comprehensive program for the lower Mississippi Basin as provided under the Federal Water Pollution Control Act in cooperation with the States. The information from this study would be used as a beginning for that which will be broader in scope than just looking at one aspect of the pollution problem on the lower Mississippi.

Senator HILL. What steps are being taken at this time?

Mr. McCALLUM. At this time the first thing to do is to determine the sources of the pollution. We do not know all the sources of this pollution. There are as many as five or six different ways that these pollutants get in the water. One is from manufacturing plants; two is from formulating plants; three, from industrial use; four is application of it to the land; and five is land drainage.

Senator HILL. Of course, when you make your study and get the results of that study, those are the steps you can take to combat this contamination; I am thinking of what can be done in the meantime.

## WORK IN TENNESSEE

Mr. McCallum. We are working now with the State of Tennessee people in the Memphis area to correct the situation there with respect to the industrial plant and city dumps where solid wastes have been taken and may be leaching into the water courses. This is one question that Mr. Coulter could give us more details on.

Senator HILL. Mr. Coulter, can you address yourself to that question, sir?

Mr. Coulter. Yes, sir. The immediate concern that we have is for the Memphis area. In the Memphis area there is one manufacturing plant that has indiscriminately discharged this waste over a number of years to a dump, a creek, and several other sites in the Memphis area. The endrin material, itself, is contained in silts and muds, material from which it is leached by water, oil, and greases.

Our initial objectives in Memphis are to find where these various sources are and to determine the mechanisms by which they are getting into the water. Endrin, itself, is very insoluble. We suspect that it is getting into the water in conjunction with other wastes such as cottonseed oil or various municipal wastes that contain greases.

So, we have to look at these things before we will know what kind of control measures will be effective. At the same time, we think it is highly important to monitor the streams in these various known sites so that if a slug of this material gets out into the water we can warn the water users downstream before any damage is done.

## EXPEDITION OF WORK UNDER NEW FUNDS

Senator HILL. So you feel that with these funds to make the study that you will move forward as expeditiously as you can in seeking to eliminate this contamination?

Mr. Coulter. Yes, sir.

In addition to the Memphis area we know, that there are sources downstream. These sources are as yet unidentified. We are going to have to locate them to see what control measures can be taken.

Senator HILL. You are going to be busy now trying to locate them, are you?

Mr. Coulter. Yes, sir.

Senator HILL. You will go forward with as much expedition as possible in meeting this problem?

Mr. Coulter. That is right.

Senator HILL. Anything you would like to add, Mr. McCallum?

Mr. McCallum. No, sir.

Senator HILL. Anything else, Mr. Coulter?

Mr. Coulter. No, sir.

Senator HILL. You agree with me that you would not want to eat those fish, don't you?

Mr. Coulter. Yes, sir.

Senator HILL. Thank you very much, gentlemen.

## WELFARE ADMINISTRATION

## ASSISTANCE FOR REPATRIATED U.S. NATIONALS

STATEMENT OF JOHN J. HURLEY, DEPUTY DIRECTOR, BUREAU OF FAMILY SERVICES; ACCOMPANIED BY MR. ROY L. WYNKOOP, EXECUTIVE OFFICER, WELFARE ADMINISTRATION; AND JAMES F. KELLY, DEPARTMENT BUDGET OFFICER

## APPROPRIATION ESTIMATE

## "ASSISTANCE FOR REPATRIATED UNITED STATES NATIONALS

"For necessary expenses of carrying out section 1113 of the Social Security Act, as amended (42 U.S.C. 1313), and of carrying out the provisions of the Act of July 5, 1960 (74 Stat. 308), and for care and treatment in accordance with the Acts of March 2, 1929, and October 29, 1941, as amended (24 U.S.C. 191a, 196a), [\$310,000]\$373,000."

## Accounts available for obligation

	1964 appropriation	1965 original estimate	1965 revised estimate	Increase or decrease, 1965 revised over 1965 original
Appropriation.....	\$467,000	\$310,000	\$373,000	+\$63,000

## Obligations by activity

	1964 appropriation	1965 original estimate	1965 revised estimate	Increase or decrease, 1965 revised over 1965 original
Mentally ill.....	\$243,700	\$310,000	\$278,000	-\$32,000
Others (repatriates other than the mentally ill).....	156,000		95,000	+95,000
Total obligations.....	399,700	310,000	373,000	+63,000
Unobligated balance, reserve.....	67,300			
Total, obligations and balance.....	467,000	310,000	373,000	+63,000

## Obligations by object

	1964 appropriation	1965 original estimate	1965 revised estimate	Increase or decrease, 1965 revised over 1965 original
25 Other services.....	\$243,700	\$310,000	\$278,000	-\$32,000
41 Grants, subsidies, and contributions.....	156,000		95,000	+95,000
Total obligations.....	399,700	310,000	373,000	+63,000

*Summary of changes*

1965 original estimate.....	\$310,000
1965 revised estimate.....	373,000
Net change in appropriation request.....	<u>+63,000</u>

## INCREASE

Program increase: For assisting U.S. citizens returned to this country because of destitution, illness, or international crisis, as authorized by sec. 1113 of the Social Security Act, as amended.....	95,000
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## DECREASE

Recent operating experience indicates that funds required for assisting mentally ill repatriates in 1965 will be less than the amount included in the President's budget for this purpose.....	-32,000
Total net change requested.....	<u>+63,000</u>

## EXPLANATION OF CHANGE

The amount of \$95,000 estimated as the cost in 1965 of assisting U.S. citizens repatriated for reasons other than mental illness under section 1113 of the Social Security Act is based on an average monthly caseload of 22 for repatriates from Cuba (17 in Florida and 5 in other States) and a total caseload of 100 during the year for repatriates from other countries. Costs include maintenance, transportation, medical care, and other miscellaneous items.

The estimated reduction in requirements for mentally ill repatriates relates primarily to (a) an estimated decline in the number of new cases of mentally ill repatriates expected to be received in fiscal year 1965, and (b) the expectation that hospitalization will be for shorter periods for new cases that are aided.

*Assistance for repatriated U.S. nationals*

	Estimate to Bureau of Budget	Budget estimate to Congress	House allowance	Senate allowance	Appropriation
1962 <sup>1</sup> .....	\$771,000	\$939,000	\$764,000	\$764,000	\$764,000
1963 <sup>2</sup> .....	875,000	875,000	467,000	467,000	467,000
1964.....	500,000	500,000	467,000	467,000	467,000
1965.....	<sup>3</sup> 421,700	<sup>3</sup> 373,000	310,000		

<sup>1</sup> 2 appropriations were enacted in fiscal year 1962 under titles of "Hospitalization and services for repatriated mentally ill Americans," and "Assistance for U.S. citizens returned from foreign countries."

Provision was made in the appropriation language of the latter for merger of the 2 accounts.

<sup>2</sup> Excludes data on a supplemental request considered, but not finally enacted, by the 2d sess. of the 87th Cong.

<sup>3</sup> As amended for an additional amount of \$63,000 following enactment of Public Law 88-347, June 30, 1964, which provides for a 3-year extension (from June 30, 1964, to June 30, 1967) of the provisions of sec. 1113 of the Social Security Act.

## PURPOSE AND NEED FOR ADDITIONAL FUNDS

The original budget request for fiscal year 1965 provided an estimate of \$310,000 for carrying out that segment of the repatriation program covered by permanent legislation under Public Law 86-571, which provides for hospitalization and care of repatriated mentally ill U.S. nationals. Funds were not requested in the regular submission for the other segment of the repatriation program—assistance to U.S. citizens returned to this country because of destitution, illness, or international crisis—because legislation for this program, provided in section 1113 of the Social Security Act, had been scheduled to expire June 30, 1964. Public Law 88-347, approved June 30, 1964, extends the authorization for assisting repatriates under section 1113 of the Social Security Act to June 30, 1967. This budget amendment is to provide funds for assisting this latter group of repatriates, for which it is estimated \$95,000 will be required in 1965. However, since it is believed, on the basis of current operating experience, that the estimate of \$310,000 now pending in Congress for assisting mentally ill repatriates can be reduced by \$32,000, the total additional amount requested for 1965 is \$63,000. The estimate

of \$95,000 for 1965 for assisting persons under section 1113 represents a decrease of \$61,000 in the amount expended for this purpose in 1964.

## JUSTIFICATION BY ACTIVITY

*1. Mentally ill*

	Original estimate, 1965	Revised estimate, 1965	Decrease
Other services (total) .....	\$310,000	\$278,000	—\$32,000

Based on 9 months' operating experience in fiscal year 1964, it is now estimated that funds required for assisting mentally ill repatriates in 1965 will be \$32,000 less than the \$310,000 included in the President's budget. This change relates primarily to (a) an estimated decline in the number of new cases of mentally ill repatriates expected to be received in fiscal year 1965 and (b) the expectation that hospitalization will be for shorter periods for new cases that are aided.

*2. Others (i.e., repatriates other than the mentally ill)*

	Original estimate, 1965	Revised estimate, 1965	Increase
Grants, subsidies, and contributions (total) .....	-----	\$95,000	+\$95,000

Section 1113 of the Social Security Act, as amended, authorizes the development of plans and provision of temporary assistance, within the United States, to needy citizens and their dependents who are identified by the Department of State as having returned, or been brought back, to this country because of destitution, illness, war, threat of war, invasion, or similar crisis. The authorization to provide temporary assistance for these individuals was extended from June 30, 1964, to June 30, 1967, by Public Law 88-347, approved June 30, 1964.

This estimate covers the cost of providing temporary assistance described above. Included in the estimate are the costs of reception and temporary care in the United States upon arrival of the repatriate until permanent plans can be developed for him.

From the beginning of the program, the number of repatriates returned from Cuba has far exceeded those from other countries. For this reason, the budget for this activity is presented in two categories: (a) U.S. citizens returned from Cuba, and (b) U.S. citizens returned from countries other than Cuba. The data in the tables which follow give for each of the categories the 1963 actual expenditures, revised 1964 estimates based on 9 months' operating experience, and the 1965 estimate. The current 1964 estimate for both categories, \$156,000, is \$8,800 less than the \$164,800 included in the 1964 column of the President's budget for 1965. The current request of \$95,000 for 1965 represents a decrease of \$61,000 below the revised 1964 estimate.



## 1. Assistance to U.S. citizens returned from Cuba (sec. 1113)

	Actual, 1963	Estimate, 1964	Estimate, 1965	Increase (+) or de- crease (-)
(a) In Florida:				
1. Maintenance:				
(a) Average monthly caseload.....	57	46	17	-29
(b) Average monthly payment.....	\$129	\$125	\$125	-----
(c) Cost.....	\$87,290	\$69,000	\$25,500	-\$43,500
2. Medical care.....	10,680	11,400	4,700	-6,700
3. Transportation.....	10,383	6,300	2,800	-3,500
4. Administration.....	15,030	12,000	10,000	-2,000
5. Other goods and service.....	6,700	1,000	1,000	-----
Total.....	130,083	99,700	44,000	-55,700
(b) Other States:				
1. Assistance: Average monthly caseload.....	16	13	5	-8
2. Average monthly payment.....	\$109	\$130	\$132	+\$2
Total.....	\$20,458	\$20,300	\$8,000	-\$12,300
Summary of costs:				
1. Costs in Florida.....	\$130,083	\$99,700	\$44,000	-\$55,700
2. Costs in other States.....	20,458	20,300	8,000	-12,300
Total.....	150,541	120,000	52,000	-68,000

*Assistance to U.S. citizens returned from Cuba*

An emergent need developed in 1961 to provide assistance to U.S. citizens and their dependents who returned from Cuba due to the activities of the Castro government.

In fiscal year 1963 a total of 218 new cases of U.S. citizens from Cuba were provided assistance in Florida. In addition, 28 cases in other States received assistance. Assistance payments include maintenance, transportation, and medical care.

From May 1962 through December 1963 there was a gradual decline in the number of U.S. citizens from Cuba receiving assistance. However, the trend began to reverse the last half of fiscal year 1963 when repatriates returned from Cuba aboard ships exchanging medical supplies for the Bay of Pigs prisoners. As a result, the average monthly caseload of 45 in Florida during the first half of fiscal year 1963 increased to 55 in the last half. The average monthly caseload in Florida is expected to drop to 46 in 1964.

In early 1964 assistance was provided for 18 cases in 4 States other than Florida. These cases were resettled out of Florida and are in need of temporary assistance until other means of support are arranged. A reduction in caseload in other States is expected in fiscal year 1964 with an average monthly caseload of 13 estimated for the year.

*Estimate for fiscal year 1965*

The 1965 estimate projects a continued decline in the caseload and assumes that there will be no substantial change in the relations of this country with Cuba. The Department of State has informed the Bureau that as of February 27, 1964, the Swiss Embassy reported there was a group of 149 U.S. citizens, consisting of 90 families and 59 single persons, still in Cuba. It is possible that some of these persons may be able to escape from Cuba, and the expected rate of decline for 1965 takes this into account.

The estimate for 1965 anticipates that the Florida caseload will drop from 24 cases in July 1964 to 9 cases in June 1965, averaging almost 17 cases per month; and the caseload in other States will decrease from 8 cases to 1 case in the same period, with a monthly average of 5 cases. Also, as a result of operating experience, the average monthly payment for Florida cases is expected to be \$125 in 1964 and remain the same for 1965. For cases from Cuba in other States, the average monthly amount for 1964 is likely to be \$130, with \$132 indicated for 1965. Maintenance costs represent the major expenditure for repatriates from Cuba residing in both Florida and other States. Assistance payments are based on need as related to the standard of the State in which the repatriates are located.



## 2. Assistance to U.S. citizens returned from countries other than Cuba

	1963 actual	1964 estimate	1965 estimate	Increase (+) or de- crease (-)
A. Hospital-nursing home care cases.....	6	6	6	-----
1. Patient years of care.....	3.7	1	1.5	+0.5
2. Average months per person.....	7.4	2	2.5	+5
3. Average daily rate.....	\$14.57	\$15.80	\$16.80	+\$1
4. Cost.....	\$19,956	\$5,800	\$9,200	+\$3,400
B. Other assistance:				
1. Total number of assistance cases.....	34	86	100	+14
2. Average monthly caseload.....	8	18	20	+2
3. Average monthly payment.....	\$99.16	\$132	\$133	+\$1
4. Cost.....	\$9,619	\$28,600	\$31,800	+\$3,200
C. Miscellaneous.....		\$1,600	\$2,000	+\$400
Summary of costs:				
1. Hospital-nursing home.....	\$19,956	\$5,800	\$9,200	+\$3,400
2. Other assistance.....	9,619	28,600	31,800	+3,200
3. Miscellaneous.....		1,600	2,000	+400
Total.....	29,575	36,000	43,000	+7,000

*Assistance for U.S. citizens, return from countries other than Cuba*

There is an upward trend in the number of destitute and ill repatriates from other countries requiring assistance. The number increased from 20 in fiscal year 1962 to 34 in fiscal year 1963, and to 86 in 1964. Equally significant is the decrease in 1964 in the length of stay in hospitals and nursing homes.

*Estimate for fiscal year 1965*

A further increase is expected in the number of destitute persons requiring assistance in fiscal year 1965 due to the more than twofold increase of persons assisted in 1964 over 1963; only a 15-percent increase is projected for 1965. Also, during fiscal year 1964, the average monthly assistance payment increased by nearly one-third over the previous year. These rates depend in large measure on the family circumstances and the standards of the State in which the repatriates are located. It is believed, however, that the \$130 average monthly payment reached a fairly stable peak in 1964 and as a result, the average monthly payment projected for fiscal year 1965 anticipates only a small cost-of-living increase.

The number of hospital and nursing home cases during fiscal year 1965 is expected to be six, the same as in 1964. A slight increase in length of stay in hospitals is projected. Based on the 1964 experience, it is believed there will continue to be a small number of older persons who, unlike younger repatriates, will require temporary hospitalization or nursing home care until another resource is developed. Daily rates for such care are expected to average about \$16.80, an increase of \$1 over 1964, on the assumption that hospital costs will continue to rise.

## STATEMENT OF THE DEPUTY DIRECTOR

Senator HILL. Now, Mr. Hurley, we are glad to welcome you back. We are happy now to have you proceed in your own way.

Mr. HURLEY. Thank you, Mr. Chairman.

The original budget for fiscal year 1965 requested \$310,000 to provide hospitalization and care of repatriated mentally ill U.S. nationals authorized by Public Law 86-571. Funds were not requested in the regular budget submission for assistance to U.S. citizens returned to this country because of destitution, illness, or international crisis because legislative authority for this program, provided in section 1113 of the Social Security Act, expired June 30, 1964.

## PROVISIONS OF PUBLIC LAW 88-347

Public Law 88-347, approved June 30, 1964, extends the authorization for assisting needy repatriates under section 1113 of the Social Security Act to June 30, 1967.

This budget estimate is to provide funds for assisting this latter group of repatriates. It is estimated that \$95,000 will be required for this purpose in 1965. However, the additional amount requested for 1965 at this time is only \$63,000 since current operating experience indicates that the \$310,000 requested for assisting mentally ill repatriates can be reduced by \$32,000. The estimate of \$95,000 for 1965 for assisting other than mentally ill repatriates represents a decrease of \$61,000 below the amount expended for this purpose in 1964.

## ITEMS INCLUDED IN COSTS

The budget request for assisting citizens repatriated for reasons other than mental illness provides for repatriates from Cuba and from other countries. The costs for both groups include maintenance, medical care, transportation, and other services, and for the administrative costs of the Florida Department of Public Welfare in administering assistance to repatriates from Cuba.

An estimated decline in financial assistance from a monthly average of 59 cases in 1964 to 22 in 1965 is contemplated for repatriates from Cuba. The cost of assisting repatriates from Cuba is estimated at \$52,000 in 1965, a reduction of \$68,000 from 1964.

## SOURCE OF REDUCTION BELOW 1964

Senator HILL. How do you get such a big reduction there?

Mr. HURLEY. That is because these cases go off the rolls. The ones from Cuba have gone off the rolls because they have gotten jobs and transferred to other programs. Also, we are not having the same number of repatriates coming in from Cuba as in previous years.

Senator HILL. What other programs could they be transferred to?

Mr. HURLEY. They would be the people who have regained residence in a State and could qualify under regular State programs. This is a temporary program.

Senator HILL. You mean going to some other States, other employment?

Mr. HURLEY. That is right.

Mr. WYNKOOP. In this program in 1962 we expended \$939,000. This year we are asking for \$373,000. We expect the program to decrease a little each year.

Senator HILL. You say not nearly so many have been coming in.

Mr. HURLEY. That is right. A number came in during the time that the medical supplies were being sent to Cuba. Groups of repatriates came in at that point. The caseload increased for that year but during the past period it has been decreasing.

Senator HILL. You think the budget estimate will be sufficient to meet the needs?

Mr. HURLEY. We do, sir.

Senator HILL. All right.

## CONTINUED FLOW OF REPATRIATES

Mr. HURLEY. The decreases in the number of persons from Cuba who will require assistance are partially offset by increased costs for assisting repatriates from countries other than Cuba. This is due to an expectation that the increase in the number of referrals from the Department of State experienced in 1964 will continue.

A total of 86 cases were assisted in 1964, compared with 34 in 1963. It is estimated that the number of cases requiring assistance, including hospitalization and nursing home care, will be 100 in 1965. The total amount estimated for this category of repatriates in 1965 is \$43,000, an increase of \$7,000 over 1964.

These programs are administered with the cooperation of State welfare departments who act as agents of the U.S. Government in determining residence, availability of resources, and in receiving and arranging for necessary care.

Mr. Chairman, that concludes my statement. We shall do our best to answer any questions you may have about this request.

Senator HILL. Is there anything you would like to add, Mr. Wynkoop?

Mr. WYNKOOP. No, sir.

Senator HILL. We want to thank you, gentlemen, very much.

Mr. HURLEY. Thank you.

Senator HILL. Mr. Russell.

## JUVENILE DELINQUENCY AND YOUTH OFFENSES

STATEMENT OF BERNARD RUSSELL, DIRECTOR,<sup>1</sup> JUVENILE DELINQUENCY AND YOUTH DEVELOPMENT, ACCOMPANIED BY ROY L. WYNKOOP, EXECUTIVE OFFICER, WELFARE ADMINISTRATION, AND JAMES F. KELLY, DEPARTMENT BUDGET OFFICER

## APPROPRIATION ESTIMATE

*"JUVENILE DELINQUENCY AND YOUTH OFFENSES"*

*"For grants and contracts for demonstration, evaluation, and training projects, and for technical assistance, relating to control of juvenile delinquency and youth offenses, and for salaries and expenses in connection therewith, \$10,000,000; and for a demonstration and evaluation project in the Washington metropolitan area, \$5,000,000 to remain available until expended."*

*Obligation by activities*

Activity	1964 estimate		1965 original estimate		1965 revised estimate		Increase or decrease, 1965 revised-1965 original	
	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount
Grants and contracts for demonstration and evaluation projects.....		\$4,000,000		0		\$7,000,000		+\$7,000,000
Grants and contracts for training personnel.....		2,000,000		0		2,000,000		+2,000,000
Technical assistance services and administration.....	34	950,000		0	33	1,000,000	+33	+1,000,000
Washington metropolitan area demonstration and evaluation project.....		0		0		<sup>1</sup> 5,000,000		<sup>1</sup> +5,000,000
Total obligations.....	34	6,950,000		0	33	<sup>1</sup> 15,000,000	+33	<sup>1</sup> +15,000,000

<sup>1</sup> \$5,000,000 to remain available until expended.

*Obligations by object*

	1964 estimate	1965 original estimate	1965 revised estimate	Increase or decrease, 1965 revised-1965 original
11 Personnel compensation:				
Permanent positions.....	\$292,835	0	\$329,000	+\$329,000
Positions other than permanent.....	50,500	0	51,000	+51,000
Other personnel compensation.....	2,202	0	1,000	+1,000
Total personnel compensation.....	345,537	0	381,000	+381,000
12 Personnel benefits.....	21,373	0	25,000	+25,000
21 Travel and transportation of persons.....	302,000	0	172,000	+172,000
23 Rent, communications, and utilities.....	7,100	0	7,000	+7,000
24 Printing and reproduction.....	29,450	0	60,000	+60,000
25 Other services.....	8,340	0	3,000	+3,000
Services of other agencies.....	233,000	0	345,000	+345,000
26 Supplies and materials.....	2,700	0	3,000	+3,000
31 Equipment.....	500	0	4,000	+4,000
41 Grants, subsidies, and contributions.....	6,000,000	0	<sup>1</sup> 14,000,000	<sup>1</sup> +14,000,000
Total obligations.....	6,950,000	0	<sup>1</sup> 15,000,000	<sup>1</sup> +15,000,000

<sup>1</sup> \$5,000,000 to remain available until expended.

*Personnel summary*

	1964 estimate	1965 original estimate	1965 revised estimate	Increase or decrease, 1965 revised-1965 original
Total number of permanent positions.....	34	0	33	+33
Full-time equivalent of all other positions.....	5	0	5	+5
Average number of all employees.....	36	0	37	+37
Employees in permanent positions, end of year.....	33	0	33	+33
Employees in other positions, end of year.....	10	0	20	+20
Average GS grade.....	10.5	0	10.8	+10.8
Average GS salary.....	\$10,071	0	\$10,391	+\$10,391

*Summary of changes*

	Positions	Amount
1965 original estimate.....	0	0
1965 revised estimate.....	33	\$15,000,000
Total change.....	+33	+15,000,000
INCREASES		
To finance:		
I. Grants and contracts for demonstration and evaluation projects:		
A. Comprehensive projects (8, at \$650,000 each).....		5,200,000
B. Smaller, noncomprehensive projects (approximately 20, at \$90,000 each).....		1,800,000
Subtotal.....		7,000,000
II. Grants and contracts for training personnel:		
A. Training centers (12, at \$50,000 each).....		600,000
B. Curriculum development (14, at \$35,700).....		500,000
C. Short-term workshops (30, at \$30,000).....		900,000
Subtotal.....		2,000,000
III. Technical assistance services and administration:		
A. Panels and consultants.....		93,000
B. Payments to other agencies.....	(6)	74,700
C. Publication and reports.....		60,000
D. Short-term training, studies, and dissemination of information.....		345,000
E. Cost of program direction.....	33	427,300
Subtotal.....	33	1,000,000
IV. Washington metropolitan area demonstration and evaluation project.....		15,000,000
Total program increase.....	33	+15,000,000

<sup>1</sup> \$5,000,000 to remain available until expended.

## PURPOSE AND NEED FOR FUNDS

The Juvenile Delinquency and Youth Offenses Control Act of 1961 (Public Law 87-274) expired June 30, 1964. Extending legislation (Public Law 88-368) was not enacted in time for the regular budget submission.

The goals of the program are as follows: (1) To initiate projects for the demonstration and evaluation of the effectiveness of programs aimed at the prevention and control of juvenile delinquency; (2) the short-term training of personnel for employment in delinquency prevention or control programs; (3) the provision of technical assistance to various agencies, the conduct of studies, and the dissemination of information in the area of delinquency prevention and control; (4) to carry out a demonstration and evaluation project in the Washington metropolitan area.



## JUSTIFICATION BY ACTIVITY

*I. Grants and contracts for demonstration and evaluation projects*

1965 original estimate.....	0
1965 revised estimate.....	\$7, 000, 000
Increase.....	7, 000, 000

In the third year of the program under Public Law 87-274, it is possible to list a number of accomplishments and a considerable amount of learning as a result of the activities carried out by this program.

Eighteen projects have been initiated in 17 different communities; 6 of them (mobilization for youth, New Haven, Cleveland, Los Angeles, Boston, and Syracuse) have moved into broad comprehensive programs; (the Technical Review Panel has recommended approval of the comprehensive proposal submitted by HARYOU-ACT, final action has not yet been taken); five of them (Houston, Lane County, St. Louis, Charleston, and Minneapolis) have not achieved a comprehensive project; (the Technical Review Panel has recommended approval of a limited action program in Chicago, final action has not yet been taken); two (Philadelphia and Providence) are in the final stages of planning; one project (Detroit) has completed its planning but by local decision will use its plan as a basis for a citywide action program for the solution of a number of interrelated social problems; one project (San Francisco) represents a limited-action program; one project (Washington, D.C.) represents a special concern of Congress. It has completed the planning phase and is ready to submit a full-scale action proposal which will be supported through the amendment providing \$5 million until expended.

Well over 100 different programs in these various cities are in operation. These programs are effecting thousands of youth. In New Haven, for example, in one program 225 different activities for youth are being carried on.

The following is a brief selected list of what has been learned and what has been accomplished by this program in the past 3 years:

1. Communities have mobilized all of their significant forces into new patterns in order to work intensively together toward the solution of serious youth problems. The organizational patterns have varied according to the unique nature of each community. For example:

(a) Boston, New Haven, and Philadelphia have formed new nonprofit corporations composed of governmental and voluntary agencies, universities, and civic groups. In Minneapolis, the existing health and welfare council sponsors the youth development project. In Los Angeles, the youth opportunities board is the result of a joint powers agreement among the city, the county, the city and county schools, and the State.

2. This mobilization of forces has enabled communities to cross traditional agency and professional lines so that services may be integrated around the needs of youth and their families. For example:

(a) In Minneapolis, a caseworker from the family and children's service is being placed in the juvenile branch of the police department to provide services to young people who are not normally sent on to the court or served in any other way after coming to the attention of the police.

(b) In Los Angeles, the schools, the State employment service and local agencies have provided staff for the youth training and employment program of the youth opportunities board. After a period of inservice training, these educational counselors, vocational counselors and social workers, have been working as a team each carrying new roles in the service of youngsters.

3. Having learned that vital preventive services are not reaching the children and youth most vulnerable to delinquency, new services have been devised, old services revamped, and new ways of getting these services to special groups in need have been designed and are being tested. For example:

(a) In Boston, New Haven, and New York's mobilization for youth, special legal programs are being implemented in high-delinquency, low-income areas.

(b) Special problems of rural areas are being addressed. In Kanawha County, W. Va., a large transportation program, operating over 50 vehicles, transports youth from isolated hollows to community youth services. Mobile reading centers will service the youth of 3,000 families who are scattered throughout the rural areas of the county.

(c) The special needs of girls have been addressed in experimental programs in a number of cities. In New Haven, junior and senior high school girls



are now offered a 4-year course in homemaking, in which traditional home economics material is blended with training in home management, child care, and consumer education. In Boston, neighborhood health centers will provide maternity and infant care to young mothers, many of them unmarried teenagers. In Minneapolis, a new intensive group work program for girls will be started by the "Y". In Cleveland, job training and additional education is being offered to unmarried mothers, and a concomitant project to deal with the fathers of illegitimate children has been designed.

4. People from the neighborhoods of high delinquency have been intensively involved in making known their needs, helping to devise necessary services, participating in the determination of community policy, and developing programs of self-help. For example:

(a) In Harlem, five neighborhood boards, involving hundreds of grassroots citizens will have major policy determination about programs to be launched in their neighborhoods. Complementing these boards a new youth movement, "Harlem Youth Unlimited," is being formed around the nucleus of more than 200 youth who were involved in the planning of the program for central Harlem.

(b) Houston, Tex., is organizing hundreds of Anglo, Negro, and Mexican-American citizens into community groups which will work with governmental and voluntary agencies to develop new services.

(c) The Philadelphia Council for Community Advancement is supporting the North City Congress, an organization representing 512 block clubs. The congress is now pursuing a program ranging from the identification of talented youngsters who need community support to working with youth gangs.

(d) In several communities, such as Lane County, Oreg., and Minneapolis, neighborhood residents are working with school personnel in special committees aimed at revising school curriculums for low-income neighborhoods.

5. Not only have the people from areas most in need of service participated in decisions about these services, but new roles for them have been found with the demonstration programs. For example:

(a) In New York City, residents of lower East Side housing projects are providing homemaker services to their neighbors, while in Harlem young people themselves are working as discussion leaders for groups of delinquents and as aids in remedial reading programs, preschool programs and arts and cultural programs.

(b) In Los Angeles, Mexican-American youngsters who were out of school and out of work and who themselves had received help from the youth training and employment program are now employed by that program helping other youngsters.

6. As a result of delinquency prevention programs initiated in demonstration areas, a contagion has begun in other communities. For example:

(a) In New York City, the first program was started on the lower East Side. With the intense involvement of the mayor's office, a second program was started in central Harlem. Now sections of Brooklyn and the Bronx are developing broad delinquency prevention programs which will benefit from the ideas and experiences of the lower East Side and Harlem.

(b) We have received requests for technical assistance in the design and initiation of delinquency prevention programs from over 30 communities although we are not able to supply these communities with any finances. Some communities, such as Seattle, Wash., have found local and private funds to initiate programs similar to those we are supporting.

7. Our funds have stimulated local communities to provide more funds and redirect existing funds into youth services. In addition, other Federal agencies have coordinated certain programs and grants with our community programs, finding that their own ends can be enhanced when their programs are set within the context of a comprehensive program. For example:

(a) In St. Louis, the delinquency prevention project has worked closely with the HEW-HHFA Task Force on Concerted Services in Public Housing.

(b) In 11 of our demonstration communities, Department of Labor funds have been awarded to delinquency projects for broad programs of counseling testing remediation, skills training, job placement, and job development.

8. Rigorous evaluation programs are a part of every project. Although most programs have not been underway for a long enough period of time, a wealth of vital knowledge for the Nation is anticipated as these demonstration programs continue and the evaluation programs begin to produce information.

It is estimated that in 1964, \$4 million will be used for demonstration projects; \$2,500,000 for initiation of four comprehensive projects; \$1,100,000 for smaller, noncomprehensive projects, including the initiation of limited-action programs in five of our project communities; and \$400,000 for completion of the planning and program development efforts in seven communities.

In 1965, it is anticipated that not more than eight comprehensive projects will be supported at an average of \$650,000 for a total of \$5,200,000. About six of these will be continuation of projects already started; the others will be new starts. In addition, approximately 20 to 25 smaller projects will be started for a total of \$1,800,000. These efforts will focus directly on the delinquent with emphasis primarily in the area of corrections.

This dual approach of support for comprehensive and smaller projects broadens the possibilities of demonstrating effective techniques for delinquency prevention and control. Evaluation is an integral component of each project, enabling us to reach conclusions about the effectiveness of various approaches to the prevention and control of juvenile delinquency in a variety of different communities.

## II. Grants and contracts for training personnel

	1965 original estimate	1965 revised estimate	Increase
A. Training centers.....	0	\$600,000	\$600,000
B. Curriculum development.....	0	500,000	500,000
C. Short-term workshops.....	0	900,000	900,000
Total.....	0	2,000,000	2,000,000

This phase of the program authorizes grants and contracts for the purpose of training personnel employed or preparing for employment in programs for the prevention or control of juvenile delinquency or youth offenses.

By the end of fiscal year 1964 training programs supported by these grants will have directly trained over 12,500 personnel either working in or preparing to work in the field of juvenile delinquency prevention and control. Indirectly, by establishing training centers and curriculum development projects which are developing knowledge that is being fed systematically into a variety of curriculums, we will have contributed to the training of thousands of additional personnel, upgrading the quality of the knowledge transmitted to them.

### A. Training centers, \$600,000

The training centers establish the mechanism for developing knowledge, and disseminating this knowledge through the departments and schools of the university, and through the medium of short-term training courses for a variety of personnel employed in positions which have an effect upon the lives of young people. Twelve training centers have been established as follows:

Southern Illinois University	University of Denver
Western Reserve University	University of Texas
Wayne State University	Howard University
University of Washington	Boston University
University of Utah	University of Minnesota
University of North Carolina	Rutgers, the State university

These 12 centers provide broad geographical coverage and the location of many of them near demonstration project communities enables them to meet the vital training needs of the demonstration projects supported by this program.

In fiscal 1964, it is anticipated that a total of \$400,000 will be spent as continuing costs for the six training centers established in 1963. (Those centers established in fiscal year 1962 were funded for an average of 3 years each.)

In fiscal 1965, \$600,000 will be required to support these 12 training centers for an annual average cost of \$50,000. In the first period of support, the centers have established themselves within the university as an interdisciplinary training team. Training needs of the area have been assessed, priority groups for training established, and instructional material developed to reach these personnel in short-term training courses. In 1965 the training centers will have developed the strong base necessary to move more extensively into full-scale specific training endeavors aimed at such key groups as probation officers, police, juvenile court judges, community leadership, teachers in high delinquency areas, etc.

The demonstration projects funded under this act will have increased need for training of personnel engaged in various programs of the demonstration efforts. Those projects and training centers in close proximity to one another have been working closely in the assessment of training needs and the development of instructional material. Numerous specific training programs have been developed by these centers for the personnel of these projects.

*B. Curriculum development, \$500,000*

In fiscal year 1963, 16 curriculum development grants were made for a total of \$961,519. The knowledge derived from these projects represents the broad scope of youth problems. It includes such vital information as the Vera Foundation's project to develop knowledge about practices in the administration of bail for indigent offenders. The International Association of Chiefs of Police will develop general policy guides for police working with children and youthful offenders. Manuals for the specific training of probation officers, police, juvenile court judges, and others are being developed.

It is estimated that in fiscal year 1964, \$600,000 will be spent for curriculum development projects. Approximately \$425,000 represents continuing costs of projects started in fiscal 1963. Five additional projects at an average of \$35,000 will amount to \$175,000.

It is estimated that in fiscal year 1965, \$500,000 will be required for curriculum developments grants. Approximately \$250,000 will be required as continuing costs for about seven projects initiated in prior years. An additional \$250,000 will be needed for about seven additional projects. Some vital areas to be addressed include materials for the training of an entire metropolitan police force from administrators to line officers, and materials on the problems of coping with the delinquency and youth crime of Mexican-Americans.

*C. Short-term workshops, \$900,000*

In fiscal year 1963, 16 grants were made for short-term workshops, institutes, and seminars. It is anticipated in fiscal year 1964 that 30 more grants will be made for a total of \$1 million or an average of approximately \$33,333 each. Of the total, an estimated \$255,000 represents continuing project costs.

The training programs have provided an enriched body of information for a variety of personnel who deal with some of the most vital aspects of the lives of children. The areas from which personnel were drawn for training are as follows:

Correctional institutions, mental health, recreation, law, clergy, college students (volunteers), youth employment, teenage leaders, social workers (family service and public welfare), police, gang workers, juvenile court judges, probation and parole, student teachers, school counselors, teachers, school administrators, and civic leaders.

In fiscal year 1965, it is estimated that \$900,000 will be required for short-term training workshops, institutes, and seminars. Approximately \$360,000 will be required as continuing costs for about 12 projects and \$540,000 for about 18 new starts.

The curriculum development projects will have produced a wide variety of training materials for specific youth-serving personnel which can be used in the workshops, institutes, and seminars. Those demonstration projects not located near training centers will need support of short-term training courses for the various types of personnel involved in the demonstration effort such as police, teachers, neighborhood workers, etc.

*III. Technical assistance services and administration*

	1965 original estimate	1965 revised estimate	Increase
<b>A. Panels and consultants:</b>			
1. Committee for review of demonstration and evaluation projects.....	0	\$17,250	\$17,250
2. Committee for review of training programs.....	0	17,250	17,250
3. Special studies and information committee.....	0	8,500	8,500
4. Employment of expert consultants for planning and for site visits to projects.....	0	50,000	50,000
Subtotal.....	0	93,000	93,000
<b>B. Payments to other agencies:</b>			
Technical assistance provided by:			
1. Department of Justice.....	0	37,300	37,300
2. Department of Labor.....	0	37,400	37,400
Subtotal.....	0	74,700	74,700
<b>C. Short-term training, studies, and dissemination of information.....</b>	0	345,000	345,000
<b>D. Publications and reports.....</b>	0	60,000	60,000
<b>E. Program direction.....</b>	0	427,300	427,300
<b>Total, technical assistance.....</b>	0	1,000,000	1,000,000

The estimate proposes \$1 million for fiscal year 1965 to cover the expenses of technical assistance services provided by the act and also the cost of administration of the act.

In order to reap full benefit from the demonstration projects and training programs supported by the act, intensive technical assistance by a variety of experts is necessary. These experts in social and correctional agency programs, educational programs, community organization, youth employment programs, curriculum development, etc., must be drawn from a number of different government agencies as well as nongovernmental sources such as university faculties. This enables us to furnish much needed advice and information and to provide leadership to communities throughout the country by mobilizing the technical assistances of both governmental and nongovernmental agencies.

*A. Panels and consultants*

	1965 original estimate	1965 revised estimate	Increase
1. Committee for review of demonstration and evaluation projects.....	0	\$17,250	\$17,250
2. Committee for review of applications and projects for training personnel.....	0	17,250	17,250
3. Special studies and information committee.....	0	8,500	8,500
4. Expert consultants for planning and site visits to projects.....	0	50,000	50,000
<b>Total.....</b>	0	93,000	93,000

*1. Review of demonstration and evaluation projects*

A panel of 10 members will review new and continuing applications for demonstration and evaluation projects. Per diem compensation at the rate of \$75 is authorized by the act, and it is estimated that three meetings of approximately 5 days' duration each including travel time will be required during 1965. This is the same as the estimate for 1964. The total cost for the year 1965 is estimated at \$17,250.

*2. Review of projects for training of personnel*

For 1965 it is anticipated that a panel of 10 members will meet three times at a cost of \$17,250 for the review of new and continuing applications.

*3. Special studies and information panel*

A five-man panel on special studies and information services will be appointed to make plans for and review proposals relating to the administration of the act.

This panel will recommend studies to be undertaken and establish priorities on the type of information to be collected. In 1965 it is expected that three meetings of approximately 5 days' duration each including travel time will be required. The cost of this panel for the year 1965 is estimated at \$8,500.

#### 4. Expert consultants for planning and site visits to projects

In 1965, as the projects reach varying stages of completion, considerable activity will be necessary to fully evaluate progress so that a sound structure for Federal participation with States and local communities may be continued in this field. It is estimated that \$50,000 will be needed in 1965 to pay fees, travel, and per diem compensation. This is calculated on the basis of 20 persons who will make 7 site visits each for a total of 140 visits. Each visit will be 3 days. This amounts to 420 days for which fees must be paid, totaling \$22,000. The travel costs for the 140 visits at \$200 per trip is \$28,000 for a total of \$50,000.

### B. Technical assistance provided by other agencies

	Department of Justice		Department of Labor	
	Original estimate	Revised estimate	Original estimate	Revised estimate
Positions.....	0	3	0	3
Average employment.....	0	3	0	3
Amount.....	0	\$37,300	0	\$37,400

Direct services and technical assistance to local communities and training institutions in the field are supplemented by appropriate specialized member agencies of the Departments of Justice and Labor.

#### 1. Department of Justice, \$37,300

The programs of several of the bureaus of the Department of Justice directly or indirectly touch on the problems of juvenile delinquency and youth crime. Through the medium of qualified experts these bureaus can direct attention to the problems of juveniles, with special emphasis on young adult criminals, help train personnel in these bureaus to deal with juvenile delinquents and youthful offenders, and impart the training needs of this staff to the President's Committee on Juvenile Delinquency and Youth Crime. In addition, they assist in training programs initiated for correctional personnel throughout the country.

#### 2. Department of Labor, \$37,400

Employment opportunities for youth who have left school without acquiring job skills are very limited. The lack of skills is usually combined with several other factors such as residence in slums, high delinquency areas, economic deprivation, minority status, language handicap, etc. These combine to make this group extremely vulnerable to delinquency and crime.

The Department of Labor provides invaluable assistance to this group in the economic area through specialists who are familiar with employment problems, labor needs, and the peculiar problems of the unskilled, untrained youth. These specialists orient employment services personnel to the needs of this youth group, advise and assist in training programs for them, and are also of great service by offering consultation for training programs and employment opportunities for youth under care in a variety of correctional agencies.

### C. Short-term training, studies, and dissemination of information

	Original estimate, 1965	Revised estimate, 1965	Increase
1. Short-term training.....	0	\$75,000	\$75,000
2. Support of President's Committee.....	0	87,000	87,000
3. Studies and dissemination of information.....	0	183,000	183,000
Total.....	0	345,000	345,000



The Secretary is authorized "to provide short-term training and instruction in technical matters relating to the prevention or control of juvenile delinquency or youth offenses." This authority is of prime importance in helping local communities develop effective plans for preventing delinquency and for rehabilitating those who have already gotten into trouble. As a result of our efforts, to date we have put together a team of technical experts who are thoroughly grounded in a variety of disciplines and who have direct knowledge of program development throughout the Nation. This renders them particularly effective in conducting training experiences for personnel at all levels in our project communities and in communities developing programs for the prevention and control of juvenile delinquency without Federal financial aid.

This also provides us with a wealth of information which can be disseminated throughout the Nation. Such teams of technical assistance staff members are being drawn from the Departments of Labor and Justice and with the cooperation of the President's Committee on Juvenile Delinquency and Youth Crime, and from the operating agencies of Health, Education, and Welfare.

*1. Short-term training, \$75,000*

During 1965, it is estimated that 10 workshops will be conducted with an average of 30 participants spending 5 days each including travel at each workshop for a total of 1,500 travel days. At an estimated cost of \$50 per day, this will amount to approximately \$75,000.

*2. Support of President's Committee, \$87,000*

The budget includes approximately \$87,000 for support of the President's Committee on Juvenile Delinquency and Youth Crime, established by Executive Order 10940, May 11, 1961.

*3. Studies and dissemination of information, \$183,000*

Local communities throughout the country need up-to-date information on effective programs of prevention and correction. Special studies will be needed to develop descriptive accounts and surveys of the best programs in the country that deal with the school, employment, or welfare needs of delinquent youth. Private national organizations, such as the National Education Association, the National Council on Crime and Delinquency, the National Committee on Employment of Youth, etc., possess regional staff resources for making such surveys and evaluations of promising current programs of prevention and correction. The conduct of such studies and provision for dissemination of the information gathered will amount to a total of \$183,000. This includes a special study of the compulsory school attendance laws and of the laws and regulations affecting the employment of minors with a view to determining the effects of such laws and regulations on juvenile delinquency and youth offenses.

*D. Publications and reports*

	1965 original estimate	1965 revised estimate	Increase
Publications and reports.....	0	\$60,000	\$60,000

This program will require an estimated \$60,000 during 1965 to cover the costs of publication and reports for various parts of the program. This estimate includes the cost of application forms, instructions, and the dissemination of information about the program. It would also support the publication of the results of various demonstration and training projects and of more detailed information on delinquency statistics from the police, courts, and correctional institutions. It would also include reports on up-to-date studies of delinquency problems and new action programs of prevention and control which may be of help to other local communities for their prevention work and to instructional personnel for their training efforts.



*E. Program direction*

	1965 original estimate	1965 revised estimate	Increase
Positions.....	0	33	33
Average employment.....	0	37	37
Amount.....	0	\$427,300	\$427,300

*Information Section (three positions).*—This Section prepares material for publication directed toward many varying audiences. It works closely with the National Research and Information Center of the National Council on Crime and Delinquency. It submits data from research projects to the Center which serves as a worldwide clearinghouse for information relating to juvenile delinquency both from projects supported by this Office and others throughout the Nation and the world.

*Operating sections (22 positions)*

*Demonstration Section (nine positions).*—The Demonstration Section has the responsibility for the encouragement of programs that demonstrate the effectiveness of community efforts for the prevention and control of juvenile delinquency. It provides constant consultation and other technical assistance to the projects. It also gives assistance to communities planning programs to combat juvenile delinquency when these communities request assistance, even in the absence of the possibility of Federal financial support, and it assists in the processing of applications for demonstration grants. It reviews data regarding juvenile delinquency and develops generalizations that are useful for the entire country. It recommends actions concerning direction and administration of the program and the Office.

*Training Section (nine positions).*—The Training Section has the responsibility of operating the training grant programs. It encourages the development of training centers for the training of personnel in fields relating to juvenile delinquency prevention and control. The Training Section is responsible for consultation to any of the training activities supported by the program and others upon request. It reviews data regarding juvenile delinquency and develops generalizations that are useful for the entire country. It recommends actions concerning direction and administration of the program.

The Training Section also assists in processing applications for curriculum development grants to develop knowledge and training materials applicable in several fields of relevance to the problems of juvenile delinquency. It also assists in processing applications for short-term efforts, such as workshops, institutes, and seminars designed to spread new and useful knowledge to youth-serving personnel.

*Research and Evaluation Section (four positions).*—This Section evaluates the research components of the demonstration and training grants. It attempts to locate inadequacies and uncover gaps in the knowledge being developed by the programs supported under the act. It makes suggestions and develops research designs based upon information received from the demonstration and training projects. This is done by consultation from this Office and by drawing on consultants both from within other agencies of the Government and from specialists from outside the Government.

*IV. Washington metropolitan area demonstration and evaluation project*

1965 original estimate.....	0
1965 revised estimate.....	<sup>1</sup> \$5,000,000
Increase.....	<sup>1</sup> 5,000,000

To remain available until expended.

To begin basic research into District problems, a \$100,000 grant was made in July 1962, to the District Commissioners. A core staff was hired, and the Commissioners, staff of the Federal delinquency program, and a citizens' commission began rallying support for the forthcoming demonstration project.

These organizational efforts culminated in November 1962, when a new community organization, the juvenile delinquency planning board (now known as

Washington Action for Youth), was incorporated. Five months later, WAY received a \$285,000 grant to continue the planning effort. An additional \$80,000 was awarded to complete the planning phase.

Washington Action for Youth's staff has designed a demonstration project for the Cardozo area which will be ready in September 1964. Meanwhile, as part of the planning effort, WAY has launched a number of pilot action projects:

1. The largest pilot project was a summer job program for more than 1,000 District youth, most of them from the Cardozo area. Jobs were obtained from Federal and District agencies and private business. Also, several Members of Congress cooperated by hiring youths for summer office-work. In conjunction with this effort WAY made possible the hiring of six new roving leaders by the District Recreation Department. These roving leaders are giving guidance and encouragement to young persons in their summer jobs.

2. Washington Action for Youth is also carrying out a program in which 10 returning Peace Corps teachers will teach in Cardozo High during the 1963-64 school year. The goal will be to see if the imaginative approaches used by Peace Corpsmen overseas can be effective in urban schools in this country.

3. Ten District elementary teachers attended a 1-month training program on remedial education with disadvantaged children and school integration. The program, at Bank Street College in New York, is supported by a training grant under the Delinquency Act.

4. The Washington Parking Association is making available several hard surface parking lots as evening recreation areas, with supervisors provided by the District Recreation Department.

5. Through the efforts of WAY and others, the swimming pool at Cardozo High was opened for summer use. In recent years it had not been open during the summer. Also, local religious groups contributed \$31,000 needed to repair and reopen the Dunbar High School pool.

6. Washington Action for Youth has received a \$194,000 grant under the Manpower Development and Training Act for a 14-month demonstration program involving about 900 youth aged 16-22. Washington Action for Youth will provide testing, counseling, and job conditioning programs for hard-to-reach youth. A counseling center has been opened in the Cardozo area. Participating youth workers will receive inservice training at Howard University.

Effective liaison, has been achieved with a number of organizations that significantly affect the lives of children in the community. These organizations include, among others, the Department of Public Welfare, the Board of Education, the juvenile court, the police department, a number of the private social agencies affiliated with the Health and Welfare Council, the Department of Recreation, the Health Department, the National Capital Housing Authority, and Howard University.

Specific programs to be undertaken in the 3-year demonstration include the following:

1. *Courts and law enforcement.*—A series of programs involving court intake, group probation services, diagnostic procedures, liaison with schools, and treatment centers; these are designed to upgrade services and introduce innovative, experimental methods and techniques.

2. *Education.*—A number of programs have been designed in conjunction with the Board of Education for all 18 schools in the Cardozo area, including increased guidance and counseling services and preschool programs.

3. *Community organization and local involvement.*—A number of programs are ready for implementation which utilize the interests and skills of people in the Cardozo area and which are designed to meet some of the "bread and butter" problems of these people.

4. *Welfare.*—In cooperation with the Welfare Department, new services in family and group foster care will be offered. In addition, an experimental halfway house and neighborhood services center will be opened.

5. *Employment.*—These programs are underway under another grant. They are designed to increase job opportunities for young people in danger of becoming delinquent.

6. *Recreation.*—A number of creative avocational opportunities are being offered through existing public and private recreation agencies.

7. *Legal services.*—A neighborhood law services program has been designed to educate the people in the area regarding the need for such services and to enable them to secure legal services when necessary.

8. *Housing*.—In cooperation with the National Capital Housing Authority, programs in home improvement, emergency housing, enforcement of housing codes and utilization of urban renewal have been designed. These are basically self-help programs.

These programs will be started in September 1964, and will be phased in, as appropriate. It is anticipated that the project will extend over a 3-year period. Each of the above programs and techniques will be evaluated in terms of effectiveness for juvenile delinquency prevention and control.

#### STATEMENT OF THE DIRECTOR

Senator HILL. Mr. Russell, we are glad to have you here.

Mr. RUSSELL. Mr. Chairman, I would like to submit a statement for the record and read a short summary.

Senator HILL. We will be glad to have that appear in the record in full. You may proceed in your own way.

Mr. RUSSELL. On July 9, 1964, a 2-year extension of the Juvenile Delinquency Act of 1961 was signed by the President. Because the original legislation authorized the program only through June 30, 1964, the President's budget did not include an appropriation request for the fiscal year 1965.

The extension of the program therefore makes it necessary to request funds at this time for the financing of the program during the fiscal year 1965.

During this fiscal year funds will be used to extend the most promising of the 17 demonstration projects already started, to thoroughly evaluate these programs and to disseminate our findings to communities all over the country. The projects in question are conducting vital experimental programs in target areas known as the toughest slum sections—urban and rural—of their community.

In these projects, vital knowledge is being acquired which already is beginning to be of benefit to these communities: how to relate people to the services which are necessary for their welfare, how to deliver these services in a meaningful way, and how to awaken the people to their responsibilities and opportunities.

In the next year we will develop eight of the most promising comprehensive projects to their fullest so that the whole country may reap the benefit of their experience; \$5.2 million will be spent for this purpose.

#### CARDOZO AREA DEMONSTRATION PROJECT

A special amendment of the extension law reiterates the concern of Congress for a comprehensive demonstration project in the District of Columbia. After 18 months of planning, this project is ready to be begun. Surveys have been completed of the Cardozo area in Washington, the problems facing youth in that area have been identified and a series of programs have been designed to deal with those problems.

Senator HILL. When you speak of the Cardozo area, for the sake of the record what area does it encompass?

Mr. RUSSELL. I think roughly it encompasses most of the second precinct. It is the area that surrounds the Cardozo High School in the Northwest section of Washington.

Senator Hill. Northwest section?

Mr. RUSSELL. Yes, sir.

Senator Hill. What streets would that be generally?

Mr. WYNKOOP. Cardozo High School is located at 13th and Clifton Streets NW., the site of the former Central High School. Senator HILL. Extending through the Northwest section?

Mr. WYNKOOP. Yes, sir.

Mr. RUSSELL. I can submit for the record the exact area.

Senator HILL. I thought that question might come up. I wanted to be able to answer with as much accuracy as I could. You might advise Mr. Downey on that.

Mr. RUSSELL. I will, sir.

(The information requested was furnished the committee.)

#### ASSIGNED RESPONSIBILITIES

Mr. RUSSELL. Under the leadership of Washington Action for Youth the organizations most significant in the lives of children and youth have been assigned responsibilities as part of a team. This includes the schools, the social services and correctional services, the employment services and the courts to mention a few. A total of \$5 million is requested for this project that may well become a model program for the Nation; \$1.8 million will be used for the purpose of implementing limited demonstration projects. These projects will fill in gaps in knowledge that will enable many communities who do not have the personnel or who cannot afford to undertake comprehensive projects to benefit from the results.

#### SPECIAL PROGRAM FOR DELINQUENT GIRLS

Special programs in the provision of services to delinquent girls, recasting training schools to emphasize rehabilitation, testing out new job roles for delinquents in technical fields and the human services area, and so forth, will be pursued.

The training program will accelerate its provision of institutes through the 12 university-based training centers it has developed. As many as 5,000 probation and parole officers, police, teachers, judges, correctional administrators, gang workers, guidance and employment personnel are to be trained.

The training of personnel to implement the demonstration projects will also undergo considerable increase. Over 50 monographs and other training materials will be produced. These will provide materials for training undertaken by federally sponsored delinquency projects and other interested organizations.

The information produced by the demonstration and training programs is being collected, classified, stored, and disseminated. This information system will be fully computerized and made part of a worldwide information network. A total of \$2 million will be spent for training purposes.

The \$15 million requested will enable only the most promising projects in demonstration and training to go forward. To summarize, \$7 million would be spent for demonstration projects, comprehensive and limited; \$2 million for training; \$1 million to provide the technical assistance needed to insure high quality programs; and \$5 million for the demonstration project in Washington, D.C.

## ORGANIZATIONS OUTSIDE GOVERNMENT USED

Senator HILL. Mr. Russell, I notice you state on page 3, at the top of the page, these will provide materials for training undertaken by federally sponsored delinquency projects and other interested organizations. What organizations do you have in mind, if I may ask?

Mr. RUSSELL. The variety of organizations that deal with youth who get into trouble, for example, juvenile courts or correctional schools for boys or girls who get into trouble, or for various employment services that have to train vocational guidance counselors to deal with the population group that are not going to take up highly skilled jobs but less skilled jobs, organizations of this kind would profit from these monographs and these training materials so that they can train their own personnel to deal with a group of the population whose needs have not been very well known to the trainers.

Senator HILL. In other words, you want them not only to guide you in this program but also it will be most helpful to these other organizations? Is that your thought?

Mr. RUSSELL. Yes, Mr. Chairman.

Senator HILL. Have you had pretty good cooperation from these organizations in carrying forward this program in the past several years since you started?

## COOPERATION WITH OUTSIDE GROUPS

Mr. RUSSELL. Yes, sir. We have had very good cooperation, sir. As an example, we have had a number of institutes for parole board members, I believe the first of the kind in this country. Parole board members come from various walks of life and with no particular training for the job. We have had letters from all over the country commending us on the fine training which has been afforded them so they can do a better job of assessing which prisoners are ready for release and who are ready to enter the community.

Senator HILL. Do you think the program has moved along as contemplated?

Mr. RUSSELL. We have had a tough time moving this program along. I think it is moving along well now and a good many good things are happening in the projects. We still have to milk the information from these projects that have been initiated. We will need a couple more years to carry them through to fruition.

Senator HILL. Anything you would like to add, Mr. Wynkoop?

Mr. WYNKOOP. No, sir.

Senator HILL. Thank you very much, gentlemen, both of you.

## COMMITTEE RECESS

Mr. RUSSELL. Thank you, sir.

(Whereupon, at 2:50 p.m., Tuesday, August 4, 1964, the committee recessed subject to the call of the Chair.)







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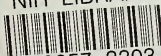
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